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ABSTRACT

This resource book for members of State advisory councils on vocational education provides an overview of how they may best approach their mission and discharge their responsibilities. It is based on the thinking of many authorities in the field of occupational education vis-a-vis citizen advisory groups; it analyzes the provisions of the several relevant laws in light of congressional intent; and it helps in interpreting the U.S. Office of Education "Rules and Regulations," its interpretations of the rules and regulations, and its "Guide for Developing a State Plan." In addition, considerable "how-to-do-it" information is included, taken from the experience of a number of State advisory councils. The four major sections are Responsibilities and Mission of the State Advisory Councils on Vocational Education, Formal and Informal Relationships with Various State and Local Agencies and Organizations, Relationships with Federal Agencies, and Operation of the State Advisory Council on Vocational Education. (HD)

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Resource Book for Members State Advisory Councils on Vocational Education

Prepared By
National Advisory Council
on Vocational Education

March, 1973

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Dedication

Our nation is indebted for many of its most responsive and progressive laws to the efforts, work and recommendations of citizen advisory groups at the local, state and federal government levels. The Social Security System, the Selective Service System draft lottery, federal aid to local law enforcement and many other innovations have stemmed from studies made by broadly representative citizen advisory panels.

Since the earliest days of our nation, public education has involved and absorbed the interest and attention of citizens and citizen groups. No other field of public service has as much impact on so many people over as long a period of their lives—including their own years as students and those of their children and grandchildren. It is quite logical therefore, that Congress should have provided an instrumentality for concerned, informed and interested citizens to have an official voice in the development of the occupational education system of our country—the National and the State Advisory Councils on Vocational Education.

I have been involved in a very personal way with the work of these Councils and a number of their members. I am well aware of the many problems they have had to overcome since they were first established. Speaking for myself and many of my Congressional colleagues, we are pleased with the direction the Councils have taken and the growing sophistication with which they are discharging their responsibilities. We believe that the National and the State Advisory Councils on Vocational Education may become the precedent for legislatively mandated citizen organizations to be utilized in evaluating other federally funded public service delivery systems. Thus your National and State Advisory Councils may have a future impact on our nation's governance far beyond our public education system. This is an intriguing and sobering thought as you study and implement this authoritative Resource Book for members of State Advisory Councils on Vocational Education.

ALBERT H. QUIE
Ranking Minority Member
Education and Labor Committee
House of Representatives

Foreword

Successful local school programs of vocational education and training have, since the very beginnings of vocational education in the U.S., been equated with effective utilization of advisory committees of community leaders from industry, business, labor and agriculture. It was natural, therefore, that when Congress greatly expanded federal and state involvement in vocational education with the passage of the 1968 Vocational Education Amendments, there were included provisions for the establishment of independent and strong advisory councils on vocational education at the national and state levels.

This Resource Book for members of State Advisory Councils on Vocational Education, which includes a section dealing with the National Advisory Council on Vocational Education, is based on three years of operational experience. It is replete with information which makes for successful attainment of the objectives and mission established by Congress for the Councils. This mission, briefly stated, is to help assure quality education and training for all our nation's youth and adults so that they may engage in careers suited to their interests and abilities.

It is a real pleasure, both personally and officially, to commend this Resource Book for study and implementation—not only by State Council members, but by all citizens, educators, legislators and government agency officials concerned with vocational education and manpower development.

Governor James Rhodes
Chairman, National Advisory Council
on Vocational Education

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Duane R. Lund, Chairman
Intergovernmental Agencies Committee

Introduction

This Resource Book for members of State Advisory Councils on Vocational Education provides an overview of how they may best approach their mission and discharge their responsibilities. It is based on the thinking of many authorities in the field of occupational education vis-a-vis citizen advisory groups; it analyzes the provisions of the several relevant laws in light of Congressional intent; and it helps in interpreting the United States Office of Education Rules and Regulations, its interpretations of the Rules and Regulations, and its Guide for Developing a State Plan. In addition, there is included considerable "how-to-do-it" information taken from the experience of a number of State Advisory Councils. It's approach is that of a working document without in any way circumscribing either the organizational structure or flexibility of operation of the State Councils.

The National Advisory Council on Vocational Education is pleased to present this Resource Book for use by members of the State Advisory Councils on Vocational Education.

Calvin Dellefield
Executive Director

Section I

Responsibilities and Mission of the State Advisory Councils on Vocational Education

The recently enacted Education Amendments of 1972 contain what proved to be exciting news for the approximately 1000 members and the staff of the State Advisory Councils on Vocational Education. Not only did the Amendments greatly expand the responsibilities of the Councils, but they also made provision for increased funding. Perhaps even more importantly, they provided dramatic testimony that the Councils have indeed been moving in the direction intended by Congress when they first became operational in 1970.

Determining Congressional intent requires interpretation of the language in the law, the discussions of Congressional members as contained in the Conference Reports, and the record of testimony presented during the hearings preceding the passage of the law. In addition, the rules and regulations issued by the U.S. Office of Education for implementing the law, with subsequent guidelines for understanding these regulations, must be embodied into the operations of the State Advisory Councils. Incorporating all these interpretations into the language of the 1968 Amendments to the 1963 Vocational Education Act (PL 90–576), which required the establishment of State Advisory Councils on Vocational Education by each State desiring to receive federal monies for vocational education, and as amended by the 1972 Education Amendments (PL 92–318), the mission, responsibilities and status of the Councils can be stated as follows:

Functioning independently and autonomously, with funds provided by Congress, the State Advisory Council on Vocational Education has the responsibility for assisting the State Board of Vocational Education (or State Board of Education) and State Commission in formulating statewide educational policy and programs by:

- ☐ Advising the Board and Commission on the development of the State Plan for Vocational Education and Occupational Education, including the preparation of both long-range and yearly program plans,
- ☐ Advising the State Board and Commission on policy matters arising in the administration of the State Plan as to the availability of vocational, occupational, technical and career education programs to persons needing such education,*

*There is considerable argument among educators as to the definitions of "occupational education", "vocational education", and other pertinent terminology. The State Advisory Councils on Vocational Education are advised not to become involved in the semantics of the field. Hereinafter "occupational education" will be used as the all-embracive phrase.

- Holding public meetings (at least one annually) and hearings at which the general public is given opportunity to express views concerning vocational, occupational, and career education,
- Evaluating at the State and local school level the effectiveness and accomplishments of occupational education programs in terms of the goals and objectives contained in the State Plan for attracting its potential clientele, and serving their needs,
- Recommending such changes in programs, services and activities as may be warranted by the evaluations,
- Publishing any special reports as may be deemed warranted, and a required annual report of its evaluation findings and recommendations for change, and disseminating the report to the National Advsory Council on Vocational Education, the U.S. Office of Education, the State Board, the State Commission, and appropriate state and local agencies and officials, as well as to interested organizations and individuals throughout the State,
- Encouraging the State Board and Commission (and any other involved State agencies) to accept and implement as much as possible of the Council's recommendations,
- Advocating—either independently or jointly with the State Board, the State Commission, and any other involved State agencies and organizations—needed changes in legislation, funding, etc., affecting occupational education before relevant State officials, the State legislature, the governor, etc.

In carrying out these responsibilities, even prior to the passage of the 1972 Amendments which mandated the establishment of the State Commissions for the first time, the State Councils found that they could not "advise, evaluate and recommend" on matters dealing with occupational education without becoming involved in the totality of elementary, secondary, and postsecondary education, including counseling and guidance. Furthermore, the Councils found that in order to evaluate the effectiveness of the educational system of their States—with particular reference to occupational education—they had to be concerned with what happened to students who left school, graduates as well as dropouts. This concern inevitably led to involvement in educational and training programs dealing with adult remedial education and job training programs funded under such other Federal laws as the Manpower Development and Training Act, the Elementary and Secondary Education Act, the Economic Opportunity Act, and the Vocational Rehabilitation Act. Additionally, the Councils had become concerned with and involved in work-study programs, nonprofit and for-profit private training schools, employer and union sponsored on-the-job training programs, and apprenticeship and licensing practices. That Congress had anticipated such overall involvement of the Councils may be seeen in the statement of purpose of the 1968 Act in Title I, Section 101:

It is the purpose of this title to authorize Federal grants to States to assist them to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education, and to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-time basis, so that persons of all ages in all communities of the State—those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in postsecondary schools—will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.

As broad as is the above statement in terms of the parameters of vocational education, the 1972 Act (PL 92-318) went further. It requires that there shall be designated a State Commission responsible for planning the entire post-secondary occupational educational effort of the State. The plan is to also include "the development of a long-range strategy for infusing occupational education (including general orientation, counseling and guidance, and placement either in a job or in postsecondary occupational programs) into elementary and secondary schools on an equal footing with traditional academic education, to the end that every child who leaves secondary school is prepared either to enter productive employment or to undertake additional education at the postsecondary level,

but without being forced prematurely to make an irrevocable commitment to a particular educational or occupational choice." (Section 1056 (b)(1)(D))

This new law goes on to state that each State Advisory Council on Vocational Education:

Is to be provided the data utilized by the Commission in the development of its procedures to insure continuous planning and evaluation (Section 1056(b)(1)(D));

Must have a reasonable opportunity to review and make recommendations concerning the design, establishment and conduct of occupational education programs (including occupational placement and methods of providing followup services and career counseling and guidance for persons of all ages) at the elementary, secondary, post-secondary, teacher and administrator preparation levels for which the Commission is requesting federal grants; and that such opportunity was in fact provided the State Council as indicated by a Council certification to accompany each grant requested from the U.S Office of Education by the Commission (Sections 1057 and 1058);

Will have the same responsibilities with respect to the Commission, and the agency responsible for administering the State Plan, as it has with the State Board of Vocational Education under PL 90–576; i.e., advise on the development of the State Plan, advise on policy matters arising in the administration of the State Plan, evaluate effectiveness and accomplishments of the occupational education programs within the State, hold public meetings, recommend any appropriate changes, and publish annual reports of findings and recommendations for change (Section 1055(a)(1).

DUPLICATION OF PROGRAMS

Two specific examples of the additional responsibilities given to the State Advisory Councils by the 1972 Act are in order at this point. Section 1001(a)(5) requires that the new State Commission's State Plan

"set forth a statement analyzing the duplications of post-secondary educational programs and make recommendations for the coordination of such programs in order to eliminate unnecessary or excessive duplications."

While a number of State Councils have expressed general concern about this matter of duplication of programs, the 1972 law has the effect of giving the State Councils the specific responsibility for working with their State Commissions in studying, and recommending elimination of unnecessary or excessive duplications of occupational education programs within their States. It is interesting to note that the 1968 law (PL 90–576) specifically charges the National Advisory Council on Vocational Education to advise the U.S. Commissioner of Education concerning duplication of occupational education programs in various geographic areas of the U.S. Other parallel and integrative advisory and evaluative responsibilities of the National and the State Advisory Councils vis-a-vis the U.S. Office of Education and State Boards, State Commissions and State Departments of Education are discussed throughout this Resource Book.

PRIVATE SCHOOLS

Another specific example of additional responsibility for the State Advisory Councils is related to the role and utilization of private, for-profit trade schools by public educators within a State. The 1968 law, in Title I, Part B, Sec. 122(a)(7), permits use of federal funds, in accordance with State Plans for:

"provision of vocational training through arrangements with *private* vocational training institutions where such private institutions can make a significant contribution to attaining the objectives of the State Plan, and can provide substantially equivalent training at lesser cost, or can provide equipment or services not available in public institutions." (emphasis added)

The 1972 law, in Section 1057(b) spells out the use of private trade schools in even more detail:

"Programs authorized by this part may be carried out through contractual arrangements with private organizations and institutions organized for profit where such arrangements can make a contribution to achieving the purposes of this part by providing substantially equivalent education, training or services more readily or more economically, or by preventing needless duplication of expensive physical plant or equipment, or by providing needed education or training of the types authorized by this part which would not otherwise be available." (emphasis added)

The new law in Section 1056(b)(1)(B), also requires that the State Commission, in its State Plan, give:

"through consideration of the most effective means of utilizing all existing institutions within the State capable of providing the kinds of programs assisted under this part, including (but not limited to) both private and public community and junior colleges, area vocational

schools, accredited private proprietary institutions, technical institutes, manpower skill centers, branch institutions of State colleges or universities, and public and private colleges and universities" (emphasis added)

Here, again, we have clear indication that Congress is serious in its concern that public educators and the State Advisory Councils are not to ignore private vocational and technical schools in their plans for providing occupational education, and that the State Plan must reflect such consideration.

Actually, the 1972 Act recognizes what many State Advisory Councils on Vocational Education had already learned, to wit, occupational education today is embraced by all types of education and educational institutions at all levels of our nation's school system. However, until this Act was passed, the State Advisory councils were functioning only within the context of the jurisdiction of the State Board of Vocational Education and its State Plan. The provisions of the new Act (PL 92–318) now expand the responsibilities of the State Advisory Councils on Vocational Education so as to be concerned with the planning and administering of all educational and training programs concerned with occupational education, as broadly defined by the Act. Recognizing this additional responsibility, PL 92–318 stipulates that the U.S. Commissioner of Education shall make funds available to the State Commission:

"To strengthen the State Advisory Council on Vocational Education in order that it may effectively carry out the additional functions imposed by this part."

(Part B, Occupational Education Programs, Section 1056(a)(1))

INDEPENDENT STATUS

This provision of funds to the State Advisory Councils on Vocational Education, first made under the 1968 Act, has and continues to make it possible for each State Council, composed of interested knowledgeable and concerned representatives of the general public, to function as an independent and unbiased body in the service of the State Board of Education, the State Commission, and the State Department of Education in particular, as well as for all the other State educational, training and manpower development agencies, organizations and officials, including the governor and the legislature. Since members of a State Council receive payment only for subsistence, travel allowances and compensation while serving on the business of the Council in accordance with State laws and regulations, the monies made available to the Councils by Congress have been utilized almost entirely for the employment of professional and administrative staff; retainers for consultants to assist the Councils in their studies, analyses, findings and recommendations; holding public hearings, etc., as stated both explicitly and implicitly in PL 90–576.

The value of and need for an independent, unbiased, concerned and knowledgeable representative citizens group to serve as an advisory, evaluative and recommendatory body to professional educators and the governmental agency(ies) responsible for educational policy and administration has long been a basic tenet of the American way of life. Congress recognized this in 1963 in calling for the establishment of State Advisory Councils on Vocational Education in the language of the Vocational Education Act of 1963 (PL 88–210). But it was not until 1968 that Congress both mandated the establishment of the Councils, and provided funds to assure their independent operation. This was and still is, an unprecedented and unique action on the part of Congress with respect to federal grants to States.

Many states have provided their State Advisory Councils on Vocational Education with additional bases of authority for their operation in the enabling legislation or executive orders which formally established their Council. Some states also assigned additional advisory responsibilities to their Council, and require the State Boards of Education to accord even greater recognition to the recommendations of the Councils than called for by the federal laws. However, while State Boards and State Commissions must consult with the State Councils in formulating their State Plan, and give consideration to the Council's findings, evaluations and recommendations for change, neither the federal or State laws require that the State Boards and Commissions accept or accede to the recommendations of their Councils. Nevertheless, some states, and the U.S. Office of Education, require the State Boards to reply in writing to the Councils as to the consideration they have given and what action, if any, they intend to take with respect to each Council recommendation. The U.S. Of-

fice of Education also requires that a copy of this reply be included with the State Plan submitted for federal funding each year. This same requirement will undoubtedly be applied to the recommendations of the Council to the State Commissions, not only for the State Plan, but also for any special grants requested, as required by the 1972 Education Act Amendments.

NON-ADVERSARY

The independent status of the State Advisory Councils on Vocational Education, plus the requirement that State Boards (and the State Commissions) cannot treat recommendations of the Councils in a cavalier fashion, has been interpreted by some State educational officials as placing them in an "adversary" relationship to the Councils. This interpretation is diametrically opposed to the intent of Congress. It cannot be emphasized too strongly that the State Advisory Councils are advisory in both name and fact to the State Boards and Commissions. The value and effectiveness of the Councils stems from bringing to the attention of the State agencies they serve the unmet needs and unresolved issues of occupational education within their States, and the extent to which the educational establishment is doing well what it claims it is doing. This obviously must be a cooperative venture between policy planners, administrators and the Advisory Council. Differences of opinion, which will inevitably occur, must not be allowed to deteriorate into acrimonious controversy. Aware that this can and has happened, Congress charged the State Commissions in PL 92-318, Section 1056(b)(1)(C) to develop

"an administrative procedure which provides reasonable promise for resolving differences between vocational educators, community and junior college educators, college and university educators, elementary and secondary educators, and other interested groups with respect to the administration of the program."

PERSUADE

Experience of those State Advisory Councils which have been effective in carrying out their responsibilities has demonstrated that when their recommendations are well documented and supported by concerned segments of the general public, the responsible State agencies and officials are much more amenable to change than when little more than intuitive rationalizations are presented. Furthermore, if the differences of opinion are based on interpretation of data, even similar data, the Advisory Councils have found the State officials willing to engage in joint research efforts to resolve these differences. What we are saying here in effect, is that the State Advisory Councils have an additional responsibility—not spelled out in the authorizing legislation—to *persuade* the State Boards, Commissions and State Departments to at least seriously consider, if not accept, the advice and recommendations developed by the Councils.

ADVOCATE

A further responsibility of the State Advisory Councils with respect to their findings and recommendations, although not spelled out in the law, deals with *advocacy*. The most effective advocacy will occur when the State Advisory Councils join with the State Boards and State Commission as partners in supporting and pressing for agreed upon, necessary change in educational programs, priorities, legislation, funding, etc., etc. Independent advocacy by the State Councils may only confuse rather than enlighten the legislature, the governor and the public as to needed changes. While such independent action should never be shunned when considered absolutely necessary, the overriding concern must always be the extent to which the State Advisory Councils on Vocational Education help bring about needed changes *in the schools* to assure the best possible occupational and career education for all youth and adults. It is this which determines the effectiveness and value of the State Councils, and in the final analysis, is the mission and the responsibility of the State Councils.

LEGAL RESPONSIBILITY

But what might happen if, for some reason, a State Advisory Council on Vocational Education does not discharge its substantive and procedural responsibilities properly and effectively? One result, of course, could well be a highly unsatisfactory system of occupational education in the State. Another is the discharge of members of the Council under cloud; a third posssible result is that a concerned citizen's organization might bring the Council, its members

and staff, into a State and/or Federal court on charges of malfeasance and nonfeasance in public office. While such a charge is highly unlikely, it is not outside the realm of possibility if the U.S. Office of Education were to refuse requested occupational education funds to a State because the State Advisory Council has not functioned according to its legal requirements. Any such action will embarass each member of the Council. Thus, accepting appointment to serve on the State Advisory Council on Vocational Education is as much a commitment to the cause of occupational education as it is a legal responsibility to the State, its citizens and its educational system.

One example of such commitment, typical of many State Advisory Councils, is demonstrated in the Summary of Activities report of a State Advisory Council on Vocational Education, reproduced as Appendix A.

Section II

Formal and Informal Relationships with Various State and Local Agencies and Organizations

INTRODUCTION

While the State Advisory Councils on Vocational Education are independent and autonomous agencies, they are but one of the number of other such organizations involved with policy development, administration and providing advice concerning education, training and manpower development within a particular state. There are so many such organizations in most states that a number of observers have considered the feasibility of establishing a super-agency to coordinate their efforts and programs in order to prevent duplication and waste of time and money. But even when such a super-agency has been established, little success has been achieved in terms of coordination and cooperation. An appropriate analogy is passing a law mandating all marriages to be happy ones!

Interestingly enough, one State Advisory Council on Vocational Education spotlighted the problem of this plethora of educational and manpower development organizations in its state to the extent that a law was passed changing the Council's name to the "State Advisory Council for Manpower Training and Career Education." Even without this change of name, many State Advisory Councils on Vocational Education have, through both formal and informal relationships, had a considerable impact on the operations of a number of State agencies other than the State Board and Department of Education.

STATISTICAL DATA

The development of effective formal and informal working relationships by a State Advisory Council with other agencies, organizations and interest groups concerned with and involved in various facets of manpower development within a State has but one goal—to assure the formulation of rational, statewide occupational education and training policies and programs appropriately woven into the entire fabric of our complex, pluralistic society and its total educational system. In pursuit of this goal the State Councils have been able to simplify several major problems arising from their legally established responsibilities, as well as to strengthen their operations. For example, most State Councils no longer attempt to generate their own statistical data—they have found more than enough is available from other agencies and organizations in the State, thus freeing themselves to concentrate on the analysis, synthesis and interpretation of the data. It is not uncommon for other State agencies and organiza-

tions to conduct research to develop data requested by a State Advisory Council. As a matter of fact, the Councils have found this to be an effective strategy for securing support for their findings and recommendations from those agencies, organizations, and citizen groups which have provided data and been involved in the deliberations of the Council!

NEWSBULLETIN

Some of the specific strategies and tactics for achieving effective cooperative relationships with other organizations, etc., within a State are discussed below. It is interesting to note that as the Councils developed these relationships, they early recognized the need for publishing a regular news bulletin to inform these diverse, albeit interrelated, agencies and organizations of the work of the Councils, problems being encountered, need for certain types of information, findings, meeting and hearing schedules and agendas, etc. This news bulletin serves admirably as a means for coordinating the work of the Council with all other interested groups. The importance of this publication cannot be overemphasized and deserves the attention of professional assistance—not so much for format and appearance as for content and presentation. Care must be taken, of course, not to make the newsbulletin such a major activity of the Council staff as to interfere with its basic mission.

WITH STATE AGENCIES, ORGANIZATIONS AND OFFICIALS

State Agencies and Organizations

COORDINATION AND COOPERATION

The magnitude of the challenge of coordination and cooperation is discerned from just a partial listing of the agencies, organizations, etc., involved with education, training and manpower development:

The State Employment Service

The State Department (or agency) for Economic Development

The State Department of Welfare

The State Comprehensive Area Manpower Planning System (CAMPS)

State Department (or agency) for Human Resources Development

Research organizations in the field of education and manpower development and utilization—private non-profit, private for-profit, university sponsored, and state or federally funded (such as the Research Coordinating Units and regional educational laboratories

Minority group organizations

State Chamber of Commerce and other statewide business and industry organizations

State labor organizations

State School Board, Administrators and Teachers Associations

State agencies concerned with licensing of private schools and licensing of various types of craftsmen (plumbers, barbers, electricians, etc.)

State Boards and Commissions responsible for policy development for various facets of the educational system; e.g., colleges and universities, junior and community colleges, vocational education, prisoner rehabilitation, education and training of the physically and mentally handicapped, etc., and the administrative agencies and advisory committees for these programs

Student organizations such as Vocational Industrial Clubs of America, Future Farmers of America, etc.

The special interests, the programs and the policies of each and every-one of these state agencies (including their advisory committees), as well as the business, industry, labor, minority group and other organizations concerned with education and training, must be considered as "input" into the deliberations of the State Advisory Councils on Vocational Education.

STATE COUNCIL MEMBERSHIP

Aware of this need, Congress included in the 1968 Act (PL 90–576) the requirement that the membership of the State Councils is to consist of persons familiar with, to represent, or to be representative of a diversity of interests, as follows:

State industrial and economic development agencies

Secondary and post-secondary schools, and institutions of higher education and adult education offering programs of vocational or technical education and training

Local educational agencies and school boards

Manpower and vocational education agencies in the State, including a person or persons from

the Comprehensive Area Manpower Planning System of the State

School systems with large concentrations of academically, socially, economically and culturally disadvantaged students

Special educational needs of physically or mentally handicapped persons

The general public, knowledgeable about the poor and disadvantaged

Familiar with the vocational needs and the problems of management and labor in the State

To meet these membership requirements, the State governors (or in those few states where the State Board of Education is elected, the State Boards) have appointed to the State Advisory Councils on Vocational Education as few as 12 and as many as 34 persons. It should be noted that the federal law does not specify the number of people to be appointed to the Councils. Thus, if the Governor (or the elected State Board) finds that an important segment of the State's economy or population, or an important interest qroup is not represented on the Council, additional members can be appointed to assure representation.

REPRESENTATION OF INTEREST GROUPS

In some States, strategies other than expansion of Council membership have been utilized by Councils to assure representation and cooperation of, and with various groups. Among these strategies are:

Including representatives of other groups as members of special Council committees and subcommittees

Utilizing representatives of other groups as resource people and having them participate, by invitation, in Council meetings

Appointing special committees and subcommittees of members representing other groups, under the chairmanship of a Council member

Arranging for one or more Council members to attend meetings of these groups, or be appointed as members of the groups

As a result of such action, and by the very nature of the Council membership itself, a high degree of cooperation and coordination of interests, concerns and exchange of information has occurred between the State Advisory Councils on Vocational Education and most, if not all, other State agencies, public and private groups, etc., involved in education, training and manpower development within the State. This broadly based representation of interests has strengthened the Councils immeasurably in the service of the occupational education needs of the youth and adults of the State, and of course, in their working relationships with the State Boards and Departments of Education, the legislature, etc.

As an example of how one Council has met the problem of inadequate representation of business, industry and labor interests in its membership and deliberations, a special Industry and Labor Committee was formed under the chairmanship and vice-chairmanship of two of the Council members representing management and labor interests. Membership on this committee is representative of major state trade associations, labor organizations, the State Chamber of Commerce and the state group affiliated with the National Association of Manufacturers.

Another special interest group, usually inadequately represented in the State Advisory Councils, has been the junior and community colleges, and some Councils have established a Committee on Junior and Community Colleges and Technical Institutes. Interestingly enough, the 1972 Act (PL 92–318) requires each State Commission to establish an Advisory Council on Community Colleges (Section 1001(a)(b)(A)). Some thought has been given to the possibility that the State Advisory Councils on Vocational Education should be designated to serve also as the Advisory Council on Community Colleges. Such action would be erroneous on three counts:

The State Advisory Councils on Vocational Education are concerned with the totality of occupational education, including the community college programs.

The Community College Advisory Councils are not independent agencies. For example, they do not receive independent funding and cannot hold hearings as they consider necessary. They may only "conduct such hearings as the State Commission may deem advisable" (Section 1001(a)(b)(A)), whereas the State Vocational

Advisory Councils may hold hearings as the Councils themselves deem advisable.

Since the members of the Vocational Advisory Councils are serving on a volunteer basis, taking time out of their business and professional responsibilities, it would be unfair to ask them to take on the duties of still another entire advisory body in addition to their other public service activities.

There is general agreement that it would be preferable for the State Advisory Council on Vocational Education to adopt one of the other strategies presented above for assuring coordination and cooperation with, and input from and to the State Advisory Council on Community Colleges.

CONSOLIDATING DATA

Multiple service and cross-representation of members on several committees does not necessarily guarantee coordination, cooperation, meaningful exchange and utilization of information. To achieve such results requires planning and organization. One State Advisory Council on Vocational Education submitted an excellent example of such planning. Instructions have been provided its members pointing out that as important as it is to obtain statistical data, it is even more important to gain insights and judgements concerning the meaningfulness of this data from the professionals and the people who use and interpret the data. Frequently, data from several sources concerning a particular issue or problem may be contradictory.

Council members must not only guard against accepting self-serving data and interpretations from one particular source, but must constantly keep in mind that all information being fed into the Council's deliberations must be consolidated and rationalized by the Council in terms of its own concerns and mission. As an illustration of this task, the Advisory Council seeks information from:

The Economic Development Agency, concerning anticipated business and industrial growth and decline in various areas of the State.

The Employment Service, concerning the kinds of jobs which will be available and the number of people needed to fill these jobs within the State in accordance with the estimates and plans of the Economic Development Agency.

The State Chamber of Commerce, and various industry and labor organizations, as to the practicality of the Economic Development Agency and Employment Service forecasts and estimates, as well as the skill levels of the jobs affected.

The State Department of Education, concerning plans for providing appropriate skill training at appropriate levels and institutions for a sufficient number of youth and adults so as to meet future manpower demands; and to discontinue training programs preparing people for skills which will not be needed in the future.

While the above illustration is quite sketchy, as well as simplistic, it does indicate how different kinds of information from various sources must be consolidated bit by bit until a total picture as to the needs, problems, and programs of occupational education can be presented for the State. To develop this picture as clearly as possible is the reason close, cooperative relationships with other State agencies and groups have been developed by the State Advisory Councils on Vocational Education.

STATE COMMISSION

In this context, a major concern of the State Councils will be the development of cooperative and interdependent relationships with the new State Commissions to be appointed under the provisions of the 1972 Act (PL 92–318). This problem would be expected in any situation where a new organization is legally established and working relationships mandated with the State Advisory Councils. Additional special problems, however, may arise because of the nature and responsibilities of the State Commission. In the first place, membership of the Commission will closely parallel that of the State Advisory Councils. According to PL 92–318, Section [illegible], the State Commission is to be

"broadly and equitably representative of the general public and public and private non-profit and proprietary institutions of post-secondary education in the State including community colleges, junior colleges, post-secondary schools, area vocational schools, technical institutes, four year institutions of higher education and branches thereof."

Since many State Advisory Councils now meet these membership representation requirements, or could do so with the addition of a few more members, jealousies as to prerogatives, jurisdictions and status of the two groups might develop.

Furthermore, the State Commissions are empowered, in Section 1202(b) to establish

"committees or task forces not necessarily consisting of Commission members, and utilize existing agencies or organizations, to make studies, conduct surveys, submit recommendations, or otherwise contribute the best available expertise from the institutions, interest groups, and segments of the society most concerned with a particular aspect of the Commission's work."

Whether or not a State Commission will establish these committees and/or task forces which might well duplicate the work and services of a State Advisory Council, and for which the Council is also legally responsible, will depend to a large extent on the leadership exercised by the State Advisory Council. Some State Councils have already suggested to their State Governors the advisability of appointing several Advisory Council members to the Commission in order to assure full utilization of the Council's work. In addition, some State Councils are preparing special presentations to be made to their Commissions concerning the assistance they are prepared to offer in the same manner the Councils have and are serving the State Boards. This, despite the fact that the State Advisory Councils on Vocational Education stand on solid legal grounds as stated in the 1972 Act:

In Section 1055(a)(1)

"The State Advisory Council on Vocational Education will be charged with the same responsibilities with respect to the programs authorized under the Vocational Education Act of 1963."

In Section 1056 there are several direct and indirect references to the involvement of the State Advisory Councils on Vocational Education, including "active participation" in the planning activities of the State Commission. Also to be involved in "active participation" are a number of special interest groups within the State, as well as governmental agencies concerned with and/or involved in occupational education and which are either already represented on, and/or cooperating with the State Advisory Councils.

In Section 1058(a) there is the provision that before making any program grant to the State Commission, the U.S. Commissioner of Education shall receive "an assurance satisfactory to him that the planning requirements of Section 1056 have been met, and from the State administrative agency assurances satisfactory to him that—"(1) the State Advisory Council on Vocational Education has had a reasonable opportunity to review and make recommendations concerning the design of the programs for which the grant is requested." (Note: It is anticipated that the U.S. Office of Education will require, in its Rules and Regulations, a signed statement from the State Advisory Council on Vocational Education to satisfy the above "assurance" clauses).

In amending the Higher Education Act of 1965, PL 92-318 adds a new subsection (c) to Section 104 of the 1965 Act (under Part B, Title X, dealing with State Advisory Councils on Vocational Education) which mandates the U.S. Commissioner of Education to "assure that adequate funds are made available to such Councils from funds appropriated to carry out Part B of that Title (without regard to whether such funds have been allotted to States)" to enable the State Councils to function. Particular attention should be given to this parenthetical phrase in this new subsection because, in assuring funds for the State Advisory Councils on Vocational Education even if no funds are otherwise allotted to the States, it establishes beyond a shadow of doubt Congressional intent as to the significant role assigned them in higher education as well as in vocational, elementary and secondary education.

Despite the clear legislative language requiring State Boards and State Commissions to utilize the services of the Councils, and the duty of the U.S. Commissioner of Education to refuse funds to States which have not adhered to procedural requirements for such utilization, substantive cooperation and coordination could still be lacking. There is no law which can force independent organizations to cooperate with each other. Cooperation and coordination among equals will occur only when the leadership of these organizations respect each other and the contribution each can make to the other in meeting common goals and objectives.

While the U.S. Office of Education has not yet published Rules and Regulations concerning the State Commissions as authorized in the 1972 Education Amendments Act, an interesting analysis has beeen prepared by the Arkansas State Advisory Council. Excerpts are contained in Appendix B.

Since the State Advisory Councils have the advantage of several years of experience in studying and analyzing the occupational education needs of their States, and the further advantage of having operating funds, salaried professional, clerical and consultant staff, they can present a most effective case to the State Commissions for not appointing new advisory committees and task forces which would duplicate the efforts of the State Councils. Such proliferation of committees will be a disservice to interested and concerned citizens who have but limited time to afford for volunteer public service, and would soon lead to overlapping and resultant confusion as to responsibilities, development of vested interests, jurisdictional disputes, frustration on the part of committee members, impotence on the part of the committees, and eventual loss of interest. It is no secret that some professionals and bureaucrats have a distaste for working with citizen advisory committees and would like to help such committees become impotent. Proliferation of committees with overlapping responsibilities is a favorite strategy for achieving this end!

REASONABLE OPPORTUNITY

A number of State Advisory Councils participating in the preparation of this Resource Book have been quite emphatic on this point. They have also expressed strong concern as to whether the State Commissions will, in fact, provide them the legally required "reasonable opportunity" to review, study, analyze and make recommendations concerning the State Plan and any proposed programs submitted for funding to the U.S. Commissioner of Education. They interpret "reasonable opportunity" to discharge their responsibilities as much more than a few weeks, and are quite prepared to refuse to certify any proposals which have not received their careful scrutiny. They are correct in their concern in this matter, for the State Councils are subject to state and federal court suits for nonfeasance and malfeasance in public service. Of all the working relationship problems which must be resolved satisfactorily between the State Councils on Vocational Education and the State Boards and State Commissions which they serve, this one of "reasonable opportunity" could well be the most difficult.

The most practical approach recommended is the establishment of mutually agreed upon and adhered to time-tables for each major segment of the State Plan and any program proposals as described in a later section of this Handbook. It has also been recommended that joint public hearings be conducted in order to both conserve time and to impose as little burden as possible on those members of the general public, concerned State agencies, organizations, and interest groups desiring to testify at the hearings. They too, are entitled to a "reasonable opportunity" to be heard, and to have an impact on the plans and programs of occupational education presumably being designed to meet their needs and for which they are paying taxes.

Occupational Education Youth Groups

One of the most significant features of occupational education in the public schools of our nation is the number of national student organizations in the field sponsored jointly by vocational educators and industry, business and labor executives. Organized into state associations and local school chapters, over 1,500,000 students are involved annually in a variety of activities designed to enhance their interest in some particular career field and to develop as future leaders. A partial listing of these organizations indicates the range of career interests involved:

Distributive Education Clubs of America
Future Farmers of America
Vocational Industrial Clubs of America
Future Business Leaders of America
Future Homemakers of America
Office Education Association of America

Recognizing the important evaluation judgments which leaders of these student groups can contribute, several State Councils have appointed one or more state student group presi-

dents as full-fledged members of the Council. Going even further, the Delaware State Advisory Council on Vocational Education prides itself on having initiated a State law to provide financial support for vocational education youth organizations. The National Advisory Council on Vocational Education also has a youth group organization representative as one of its official members. In addition, many members of the National Council and the State Councils regularly attend meetings of national, state and local chapters of the youth groups. The cooperative program of the National and the State Advisory Councils in promoting and assisting occupational education youth organizations is described in another section of this Resource Book.

The advantages to the State Councils in arranging for involvement of occupational education student organization leaders in their deliberations is so obvious as not to warrant further discussion. Particularly so as arrangements are made for feedback to the Councils after the students leave school and thus provide mature judgments based on their own, and peer, career experiences in relation to their schooling.

State Legislature and the Governor

It comes as no surprise to find State Councils and their members actively involved in advising and persuading their governors, state legislators (and representatives in Congress) to adopt Council recommendations concerning the improvement of occupational education within their states. Council members, as recognized leaders in their states, are appointed by either the Governor, or by elected State Boards of Education. Thus they have close relationships and easy access to legislators and elected officials. And, they are familiar with the legislative process and how citizen groups can achieve legislative goals. As a matter of fact, a number of state legislators serve as members of State Advisory Councils.

Many State Councils have made it a practice to invite key state legislators concerned with education, manpower, industrial development, etc., as well as representatives of the governors' office to attend their regular meetings and public hearings. This "orientation" or "indoctrination" strategy has been credited with establishing a sympathetic and cooperative attitude on the part of the legislature when Council members testify in favor of desired legislation.

The considerable record of success of the Councils in obtaining recommended legislation and funding for occupational education in many States has helped develop closer working relationships with the State Boards and Departments of Education. The State Councils, in support of their State Boards, have organized letter writing campaigns, and arranged for additional support from other concerned State agencies, business associations, citizen groups and the news media in urging passage of needed legislation.

ADVOCATE

The most effective advocacy for achieving change, through either the legislature and/or the governor's office, will take place when the State Council, the State Board, the State Commission and the State Department of Education join forces in agreed upon needs of the State's educational system. If these several organizations and agencies disagree among themselves, and attempt to persuade the governor or the legislature to support one as opposed to another, the odds are that no change will take place. Obviously, however, if and when a State Advisory Council feels that compromise and accommodation will not serve the best interests of occupational education and manpower development within the State, every effort must be made to obtain support for its position and recommended action, regardless of any controversy which may ensue.

WITH LOCAL COMMUNITY GROUPS

Very shortly after the State Advisory Councils on Vocational Education were established, many were reporting receipt of invaluable information and cooperation from local school district and individual school volunteer citizen groups; in particular from local occupational education program advisory committees. Currently, a number of State Councils are moving from informal relationships with these local committees to organized formal relationships on a continuing basis.

Local School Occupational Education Program Advisory (Cooperating) Committees

The use of volunteer citizen advisory committees by local school systems and schools for a variety of purposes has been a hallmark of public education in the U.S. since our nation's earliest days. Such committees in the field of vocational and technical education have received the greatest continuous utilization since the early part of the 20th century. So valuable have their services been to specific industry occupational educational and training programs in the schools that every state has mandated their use by vocational and technical schools either through legislation or by rules of the State Board of Education. The regulations usually require that every vocational and technical school occupational program receivnig state and/or federal funding must establish an advisory committee of members representing the business, industry, professional or occupational area for which the program is offering education and training. It is estimated that there currently exists over 10,000 such program committees, with more than 100,000 members. While not all these committees can be considered active at any particular moment in time, those which are or have been active have provided some or even all the 41 services to and for the teacher, students and schools as listed in Appendix C.

Two obvious conclusions can be drawn from this impressive listing of cooperative volunteer involvement of industry, business and professional people in public education. The first is that these committees are much more than "advisory"—they are really participating in and involved with schools, teachers and students in occupational education. Secondly, any group of citizens as intimately involved in education as are these occupational education program advisory (cooperating) committees—even though no committee may be providing all the services listed at any particular moment in time—will have considerable knowledge, insights and judgements which are germane to the deliberations of the State Advisory Councils. Since the members of the State Councils are also volunteer citizens in the service of public education, there is bound to be a mutuality of concern, identity, and desire to develop cooperative working relationships on a formalized basis. There are several major problems, however, which have not yet been resolved:

- ☐ Whether or not an advisory (cooperating) committee will be utilized effectively, or even requested to provide a particular service, depends entirely on school instructors, department heads, principals, superintendents and boards of education. Thus, while a school may in all honesty report the existence of an occupational education program advisory committee, the committee may in reality be inactive, meeting pro forma only once a year in order to comply with minimal State Board of Education requirements.
- ☐ Little, if any, in-depth operational or directional guidance is provided by State Boards and Departments of Education to these local committees, nor is there any real pressure exerted on local school administrators to enforce state regulations requiring the establishment and use of these committees. A number of State Advisory Councils have found as many as 50% of occupational education programs in their States not being served by even a "paper committee". It should be noted that the absence of a committee does not necessarily mean the instructor is not informally calling upon employers and their representatives for cooperative assistance. The benefits of informal arrangements can be increased many-fold, however, by use of a committee of industry representatives.
- ☐ There is no federal legislation nor regulation by the U.S. Office of Education requiring establishment of local school advisory committees for occupational education.*
- ☐ A local program committee serving one school may never meet with a similar program committee serving another school in the same school district, or in the school districts within a metropolitan area.

To arrange formal relationships between the loosely organized, numerous and dispersed local

*Advisory committees, as such, are not required by federal law or rules and regulations. The Rules and Regulations of the U.S. Office of Education (Par. 102.4 (e) (2) require that "The program of instruction shall be developed and conducted in consultation with employers and other individuals or groups of individuals (such as local advisory committees) having skills in and substantive knowledge of the occupations or the occupational fields included in the instruction."

program occupational education advisory committees and the State Advisory Council on Vocational Education under the above circumstances is indeed a formidable task to which considerable time and effort must be devoted. Despite this, most State Councils are making the effort because they recognize these local committees as a source of valuable, realistic, grass-roots information as to how well, if at all, occupational education is meeting the needs of students in their communities, and what these needs may be. In addition, of course, the local committees can serve as emissaries and partners of the State Councils in carrying out their responsibilities as well as their recommendations for action at the local school level.

COORDINATORS FOR INDUSTRY—EDUCATION COOPERATION

It is interesting to note that many State Departments of Education are currently mounting intensive efforts to assist local school systems in appointing and more effectively utilizing local industry-education advisory committees. A few State Departments are assigning staff, with the title, Coordinator for Industry-Education Cooperation, to conduct this activity on a full-time basis. The U.S. Office of Education has also appointed a full-time Coordinator for Industry, Labor and Education to work with the State Coordinators. Partial federal reimbursement of the salaries of such State Coordinators, as well as of local school system Industry-Education Coordinators is possible if included in the State Plan. That such staff is needed—as a matter of fact, is absolutely necessary—has been documented by researchers in the field of volunteer industry involvement in education, and recommended in a policy statement of the National Association of Manufacturers. In addition, the National Association for Industry-Education Cooperation is undertaking an intensive organizing campaign to establish regional and local industry-education cooperation councils to be supported financially by industry and school people. Appendix D contains a bibliography of available books and monographs dealing with industry-education cooperation and local industry advisory committees in occupational education.

STATEWIDE SYSTEM

As State Councils explore ways and means to develop an organized, two-way direct line of communication and cooperative action with the local committees, several strategies are being utilized:

Some State Councils are asking the State Board and Department of Education, the State Chamber of Commerce, and other state industry and labor associations to jointly engage in an effort to organize advisory committtees for local school occupational education programs, and to prepare and distribute guidelines and promotional materials to local school occupational education program administrators, teachers and their advisory committees.

Some State Council's have appointed a Committee on Industry and Industrial Development and assigned it the task of forming regional subcommittees composed of representatives of local occupational education advisory committees.

A number of State Councils have arranged to receive copies of local committee meeting minutes and reports; and placed all members of these committees on their mailing list to receive all Council reports and publications.

Some State Councils have asked major state trade, professional and labor organizations to organize committees composed of members of local advisory committees concerned with occupational education for a particular industry. As an example, the State Printing Industry Association is to identify printers serving on local school printing advisory committees (management as well as labor representatives) and to appoint several of these people to represent all the school printing advisory committees throughout the state. This committee is then to become a sub-committtee of the Council's Committee on Industry and Industrial Development.

Some State Councils, in cooperation with their State Boards and Departments of Education, are planning to promote a statewide system of industry education advisory (cooperating) committees along the following lines:

- ☐ Local school occupational education program advisory (cooperating) committee for each program in a school.
- ☐ Departmental advisory committee for each cluster of occupations offered by the school, including representatives for each program cooperating committee.

General school advisory committee for the en-

tire school, including representatives from each departmental committee.

- ☐ General school system advisory committee for the entire school system, including representatives from each school advisory committee.
- ☐ Regional advisory committee for a group of school systems within a geographic area of the State, composed of representatives from each school system advisory committee, and, in turn, represented on the State Advisory Council on Vocational Education.

While it is too soon to determine which of these strategies singly and in combination is the most effective, the important consideration is that the role of the local school occupational advisory (cooperating) committee in the work of the State Councils has been recognized, and action is being taken to incorporate their knowledge and judgements into the deliberations of many State Councils, as well as the State Boards and Departments of Education.

EVALUATION

Probably one of the most important services these local school occupational education advisory (cooperating) committees can provide the Councils is their evaluation of the effectiveness of a particular school—program by program—in meeting the needs of youth and adults, business, industry and the community. The Rules and Regulations of the U.S. Office of Education (Par. 102.4(j)) requires that programs of instruction be evaluated "periodically on the State level by the State Board and the State Advisory Council and continuously on the local level with the results being used for necessary change or improvement in the programs . . ." To obtain such individual program evaluations, based on as objective a basis as is possible from non-educators, an Evaluation Guideline Checklist was developed by one State Council for use by local program advisory (cooperating) committees, and is being tested in several schools. It is reproduced as Appendix E for possible use by other local advisory committees. The tentative plan is to request local school systems to arrange for each school occupational program advisory (cooperating) committee to conduct its evaluation using this checklist, consolidate the program evaluations for each school, and then prepare an overall evaluation report for the school system, then for the regional areas, and finally for the state as a whole. This system, of course, is built around the organizational strategies for industry-education cooperation as discussed above.

The Evaluation Guideline, and the List of Activities and Services Provided by Local Industry-Education Advisory (Cooperating) Committees (Appendix C) could well serve as the basis for the State Councils, in cooperation with staff of the State Board, to provide much needed leadership, encouragement, and workshop training programs to local school system officials and industry groups for developing effective local school occupational education advisory committees.

APPRENTICESHIP CREDIT

One example of leadership which the State Councils might consider in cooperation with local school program advisory (cooperating) committees, is to persuade State and local craft union apprenticeship committees to recognize vocational and technical education for credit toward journeyman status. Such recognition, in the opinion of many observers, would do more for improving the "image" of vocational education than almost any combination of efforts now being applied. They point out that if students know that their school training will mean advanced apprenticeship standing—and pay—schooling will be much more meaningful to them. Since labor and industry are represented on both the State Advisory Council and the local school program advisory (cooperating) committees, this project would be an ideal cooperative effort.

Some observers have predicted that if the State Boards do not take forceful action to assure the establishment and effective use of advisory (cooperating) committees for each federally funded occupational education school program, Congress may mandate such action just as it did for the State Advisory Councils!

Parent Advisory Committees for Title I Programs of the Elementary and Secondary Education Act of 1965

The ESEA of 1965 contains recommendatory provisions for the establishment of Parent Advisory Committees to be utilized as advisors to

school officials administering Title I programs and projects. Title I deals with innovative programs designed to improve public education at the elementary levels for disadvantaged youth. In October, 1971, the U.S. Office of Education issued regulations *requiring* the establishment and utilization of Parent Advisory Committees for the purposes of

"developing, planning, operating and evaluating" Title I projects. Each PAC must be organized with a majority of the membership (plus 1) composed of parents of the disadvantaged children included in the project. Since there are some 16,000 school districts receiving Title I funds, the State Advisory Councils on Vocational Education have a "made-to-order" source of information as to how well the state educational system is meeting the occupational needs of disadvantaged youth—particularly in the elementary schools, and probably the secondary schools as well. While it is too early to develop formal relationships with the Title I PAC's, members of several State Advisory Councils

"representing school systems with large concentrations of academically, socially, economically and culturally disadvantaged students (PL 90–576, Sec. 104(b)(1)(A)(11)),"

have been assigned the responsibility for developing and maintaining informal relationships with these Title I PAC's.

It will be found that Title I Parent Advisory Committees need considerable assistance if they are to develop into sophisticated advisory groups. The State Advisory Councils on Vocational Education should consider offering assistance in this direction, for it is unlikely that any other group of citizens will be found who can provide as much intimate knowledge concerning unmet occupational education needs of the disadvantaged youth and adults at the grassroots level as can the Title I Parent Advisory Committees. Furthermore, these PAC's can be extremely helpful to the State Advisory Councils in advising the new State Commission concerning their planning for "infusing occupational education . . . into elementary and secondary schools on an equal footing with traditional academic education." (PL 92–318, Section 1056(b)(1)(D))

Local School Boards and School Systems

It could be argued that the success of the State Advisory Council on Vocational Education must be measured in terms of the beneficial changes which take place in the school systems and schools of the state, rather than any impact on the State Board, Commission and Department of Education. This is true to the extent that state level policy-makers, administrators and advisory bodies may concentrate on statewide matters almost to the exclusion of individual communities, school districts and schools. Since it is the schools where the "students are at", the Advisory Councils must, of a necessity, continuously be concerned with the final impact of their findings and recommendations on the schools and their students—those enrolled as well as those who should be enrolled.

In recognizing this responsibility, the Councils have engaged in various strategies to make all their members intimately knowledgeable concerning the programs and needs of all the schools in their states which offer occupational education. These strategies have included, among others:

PUBLIC HEARINGS

Holding Council meetings throughout the year in different schools, including an in-depth tour of the school facilities, meeting with occupational education program advisory committees, student leaders, teacher representatives and Student-Parent-Teacher Association members, etc.

Holding Council public hearings throughout the year in different school districts, and concentrating on the needs of that particular district.

COORDINATION

Establishing a Committee on Local Schools, with sub-committees for each major geographical area of the state; representatives on these subcommittees (each chaired by a member of the Council residing in the area, to the extent possible) include school board members, superintendents, occupational educators and students. (Note: The findings of this Committee are coordinated with the findings of any other committees which may have been established to formally involve local community citizens and groups in the Council's deliberations.)

Placing all local school board members and top school officials on the State Council's mailing

list to receive copies of all publications produced by the Council.

Encouraging each Council member to make arrangements with the school system officials in the community in which he or she lives to "adopt" a school and to frequently visit the school, meet with officials, teachers, students, etc., in order to become intimately familiar with its operations, problems, needs, etc.

While there is probably no limit to what a Council might like to know about a particular school visited or "adopted", one State Council has suggested its members should be able to answer at least the following questions:

What are the occupational education objectives and skill levels perceived by the administrative staff, the teachers, counselors and students?

How do these objectives and skill levels tie in with occupational education offerings in other schools in the area—at lower as well as upper-grade levels? How do the objectives tie in with on-the-job training provided by employers for entering new employees?

Does the school itself act as an employer in providing work experiences for students?

To what extent does the school utilize community employers to provide cooperative work-study experiences for its students? What are the problems in expanding such programs?

To what extent are employers, government agencies, business and industry groups, and economic developers consulted in developing new educational programs? Are any studies and reports available to substantiate the need for new programs? To discontinue any existing programs?

Is there an industry advisory committee for each occupational education program? Are meetings held regularly? What services are provided by the committees? Do the committee members feel they are being used effectively?

Could the school building and facilities be scheduled for more program offerings and larger student enrollments than at present? What is the replacement cost of the building, furniture and equipment?

Is there a need for expanding remedial basic education and training presently offered by the school for youth and adults in the community? How many potential and actual school dropouts are presently enrolled in remedial programs?

Is there a need for expanding skill-upgrading programs for employed and unemployed youth in the area served by the school? On what basis has the answer been determined?

What is the cost per student per year in each of the occupational education programs offered by the school?

Are there any employers in the area served by the school who claim they could expand their operations but are estopped from doing so because of lack of trained personnel? If so, what kinds of skilled personnel are needed, and what is the school planning to do about this situation?

Are the vocational counseling and job placement services of the school adequate in terms of assigned personnel, students to be served and follow-up after job placement?

What proportion of the graduates who do not go on to higher education obtain jobs and either continue to live in or leave the area served by the school?

What programs exist for keeping occupational education instructors up-dated on new materials, processes and technology in their special fields?

Are there any occupational education programs offered by the school which do not receive federal and/or state funds? Could they be improved if they did?

What technical and advisory services are provided the school by staff of the State Department of Education? What additional services are preceived as being desirable?

What occupational education statistics are available from the school? Are all these statistics reported to the State Department of Education?

With this kind of informational background, a State Advisory Council member could certainly relate most effectively to the deliberations, analyses, findings and recommendations dealing with the broad concerns and interests of the Council.

Several words of caution are in order in dealing with local school districts and schools. The chairman of the school board, and the school superintendent, should not only be advised of any formal and informal public hearings, school

visitations, etc., to be made by the Council, but should also be invited to join with and assist the Council in whatever activity is planned in the school district. Observance of these amenities can go a long way to assure cooperation of the school board, and its staff. Several Councils have pointed out that school boards are quite jealous of their independence and prerogatives vis-a-vis state agencies. Reports of findings should not be couched in an accusatory or derogatory form, and all reports concerning a local school system should be transmitted as a matter of courtesy to the board and its superintendent, with a request for comments designed to assist both the Council and the school system in providing the best possible occupational education programs in the schools. Whether or not such reports should also be forwarded to the State Board, Commission and State Department of Education is a decision which should be made in cooperation with the affected local board and superintendent of education. This is not a matter of jurisdiction or legal standing; it is more a matter of developing mutual trust and cooperation between local school systems and the State Advisory Council on Vocational Education.

It should also be noted that the State Advisory Council should not atttempt to evaluate the work of a particular teacher nor a particular program. Such evaluations are within the responsibility and province of local school board staff, and local school program advisory (cooperating) committees. The State Council might comment on the extent to which such committees may not exist; or if they do exist; how they should be utilized for evaluation purposes. But to become involved in evaluative activities at this level, as important as they are, will not only be resented by local school people, but will also take up the time and energy of State Council members which should be devoted to broader statewide issues and problems.

Section III

Relationships with Federal Agencies

INTRODUCTION

The State Advisory Councils on Vocational Education are required by federal law, and regulations of the U.S. Office of Education, to maintain certain relationships with government agencies at the national level. These relationships, while primarily procedural, establish the framework within which the State Councils function:

Certification to the U.S. Office of Education that State Council membership meet the representation requirements of PL 90–576.

Submission of annual budget requests to the U.S. Office of Education and designation of a fiscal agent in the State to receive the funds from the U.S. Office of Education. (It should be noted that the fiscal agent selected may be the State Board, but not necessarily so. Also, the fiscal agent is really a "conduit" for the flow of funds from the U.S. Office of Education to the State Advisory Council, and must honor all vouchers submitted in accordance with federal and State laws and regulations.)

Certification that the Advisory Council has been consulted with, and had a reasonable opportunity to review and analyze the State Plan, and any other proposals for funding of special programs and projects submitted by the State Board and the State Commission to the U.S. Office of Education. The Advisory Councils are encouraged to include any comments deemed desirable along with their certification statement. (It should be noted that funding of programs, projects and the State Plan by the U.S. Office of Education is not dependent on approval by the State Advisory Council, but it is reasonable to expect that the Office will give serious consideration to any strong objections by the Councils.)

Submission on or before December 1 of each year to the U.S. Office of Education and the National Advisory Council on Vocational Education, an annual evaluation report prepared in accordance with procedures established by the Commissioner concerning the impact of occupational education programs, services and activities within the State. The report is forwarded through the State Board and the State Commission so that these agencies may comment in writing concerning their reaction to the findings and actions to be taken concerning the recommendations of the evaluation report, and to submit these comments to the State Advisory Council, the National Advisory Council and the U.S. Office of Education. It should again be

noted that the State Board and State Commission need not adopt the recommendations of the Advisory Council—but, neither can they ignore them.

Publication and distribution of the annual evaluation reports, and any other reports considered desirable by the State Advisory Council.

The U.S. Office of Education has provided the State Advisory Councils the forms to be used in meeting their procedurally required budget and certification responsibilities. No guidelines have been provided as to the format and type of miscellaneous publications to be produced by the Councils. With respect to the conduct of the evaluations, the State Councils are also free to develop their own strategies, procedures and relationships. However, a recommended guideline for the format of the evaluation report itself was developed jointly by a committee of the State Councils, the National Advisory Council on Vocational Education, and the U.S. Office of Education. "Information copies" of certification statements, budgets and the annual reports are sent by the State Councils to the regional office of the U.S. Office of Education for the State served by the State Council.

It is perfectly obvious from this overview that the independent status of the State Advisory Councils on Vocational Education is honored in most literal terms by the federal government agencies involved with the State Councils. Interestingly enough, as a result of this respect for their autonomy, the State Councils have developed extremely close, cooperative and effective working relationships with the National Advisory Council on Vocational Education, the U.S. Office of Education, and Congress. Some of these major relationships are discussed below.

WITH THE U.S. OFFICE OF EDUCATION

Staff of the State Advisory Councils are unanimous in their reports of cordial and helpful relationships with the U.S. Office of Education and its regional offices. Whether it be assistance in the preparation of budgets, technical advice or interpretations of regulations, the responsible staff members of the Office have been most cooperative. Staff of the National Advisory Council have also reported the same type of relationship. Even on those occasions where there has been disagreement as to interpretations of the law or the regulations, and the National and State Councils have felt compelled to establish an ad hoc committee to meet with officials of the Office, satisfactory compromises and accommodations have more often than not been achieved.

An indication of the official attitude of the U.S. Office of Education to the State Councils and their work is found throughout the publication of the Office, dated June, 1971, titled, **State Advisory Councils on Vocational Education: A Guide for Implementing Rules and Regulations.** There is constant reference and support for the "separate and independent" status of the State Councils, and that the central and regional offices of the U.S. Office of Education are available for technical assistance. While such assistance has as yet been minimal, the U.S. Office of Education and its Regional Offices have responded favorably upon request from the State Councils. Given this continuing kind of relationship, the "feds" should be considered an important resource for use by staff and members of the State Advisory Councils.

WITH THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

It is a fascinating commentary on the commitment to their mission by members and staff of both the State Advisory Councils and the National Advisory Council that, while the only relationship required by PL 90–576 is a procedural one, the actual relationship is an extremely effective partnership between independent equals.

The procedural relationship merely calls for the State Councils to provide the National Council a copy of their annual evaluation report. The working relationships, however, are on almost a day-by-day basis, plus frequent regional and national meetings; joint ad hoc committees on practically every aspect of State and National Council responsibilities; joint meetings with the staff of the U.S. Office of Education, and with Congressional committees, members and staff; constant exchange and sharing of information and resources; and a pervasive sense of unity of mission which is obvious to even the most casual observer.

The establishment and funding of the National Council are spelled out in Section 104 of PL 90–576—the same law and section which established the State Advisory Councils. Member-

ship of the National Council is mandated at 21 people appointed by the President of the U.S., who also designates the Chairman of the Council. The Council meets at the call of the Chairman, but not less than four times a year. Council members must be representative of labor, management, education at various levels of our nation's system, disadvantaged minorities, and the general public. This last category must include at least one-third of the membership.

Responsibilities of the National Council—according to both the language and intent of PL 90–576 and PL 92–318—with respect to federally funded occupational education programs, activities and services throughout the U.S. are to:

ADVISE

Advise the U.S. Commissioner of Education concerning the administration of, the preparation of general regulations for, and the operation of occupational education programs.

REVIEW

Review the administration and operation of occupational education programs, including the effectiveness of such programs in meeting the purposes for which they are established.

Review the possible duplication of occupational education programs at the postsecondary and adult education levels within geographic areas.

EVALUATE

Conduct independent evaluations of occupational education in general, as well as particular programs of occupational education and other programs of training, manpower development, guidance, counseling, job placement, etc., which impinge on or may be affected by occupational education programs.

RECOMMEND

Develop recommendations for improvement and changes in occupational education as determined by the findings of the Council's reviews and evaluations, utilizing the opinions, knowledge and expertise of, e.g.: persons familiar with occupational education from schools, junior colleges, technical institutions; manpower development organizations; and, of course, State Advisory Councils on Vocational Education.

PUBLISH

Publish and provide to the Secretary of the Department of Health, Education and Welfare for transmittal to Congress—as well as to distribute to other appropriate State and federal agencies, officials, organizations and members of the general public:

Reports of the results of its independent evaluations.

Annual reports of its findings and recommendations for changes in federal legislation dealing with occupational education, training and manpower development.

Publish and distribute annual reports to the Secretary of the Department of Health, Education and Welfare, of the Council's findings with respect to the extent to which duplication of occupational education programs at the postsecondary and adult levels may exist within various geographic regions of the U.S., together with recommendations for minimizing and possibly eliminating such duplication.

INDEPENDENT STATUS

In carrying out these responsibilities, the National Council's independent relationship to the U.S. Office of Education is analogous to that of the State Councils and their State Boards and State Commissions. At the same time, of course, there exists the same interdependent and cooperative relationships which must prevail between autonomous agencies involved in the total field of education, training and manpower development. Thus, while the National Council receives funds from Congress (through the U.S. Office of Education as the "conduit" fiscal agent) and utilizes data and evaluative studies provided by the Office, it also employs, as authorized in PL 90–576, Section 104(a)(4), "such technical assistance as may be required to carry out its functions." Thus, in addition to the resources of the U.S. Office of Education, the National Council has utilized its own professional staff, consultants, educational and manpower research organizations under contract, other federal government agencies and advisory committees, and the State Advisory Councils in conducting its evaluative research and studies, as well as other activities within the scope of its mission. Completed research projects of the National Council have resulted in the following reports thus far:

First Report

Directed its comments and recommendations at the need for change in national attitudes towards vocational education, and called for funds to bring about such change.

Second Report

Recommended that the Federal government make necessary policy changes in its approaches to funding, in the organization and role of the Office of Education, and in present and proposed manpower policies and legislation; and called for the federal government to invest money in occupational education to dry up the flow of untrained youth in order to reduce the costs of training the large numbers of unemployed people in our nation.

Third Report

Challenged American education to deal with the needs of the disadvantaged and minorities who do not enjoy adequate educational opportunities, and to recognize that career education and job placement is an integral responsibility of our public education system.

Fourth Report

Turned its attention to five unique problems of financing and planning occupational education programs, and called for new funding and planning techniques, the establishment of national fiscal objectives, and national support for effective planning.

Fifth Report

Attacked the educational establishment for paying lip service only to career education concepts rather than implementing the realistic programs demanded by the people of our nation.

Sixth Report

Calls for the need to improve and expand public school counseling, guidance and job placement services throughout the country to assist young people in making rational and informed educational and career choices.

Special Report

Urged new coordinated efforts to meet the education, training and employment needs of returning veterans.

It is of interest to note that, except for a minimal advance distribution of these reports, almost all copies are mailed out in answer to requests from individuals, organizations, and local, state and federal agencies throughout the U.S. These requests are generated by reviews of the reports in educational, training, counseling, and manpower journals, newspaper accounts, and general circulation magazines. Depending on the topic covered by the report, distribution has ranged from somewhat over 15,000 copies in the past to almost 35,000 copies for the current report which deals with the improvement of guidance, counseling and job placement services to youth and adults in our schools. Many State Councils find these reports of special use in their own programs, particularly for establishing priorities for studies and evaluations of occupational education within their States.

The National Council also publishes the proceedings of the Semi-Annual Joint Meetings of the State and National Advisory Councils on Vocational Education. These reports are titled, "Cooperative Day of Planning." The topics discussed during these meetings range the entire gamut of the interests and concerns of the Councils, and serve to identify common current interests which can result in joint research efforts and unified action on a particular problem.

NEWS BULLETIN

Another important publication of the National Council is its monthly News Bulletin, consistng of four pages. The News Bulletin keeps all National and State Council members informed of current developments at the national level as well as among the various State Councils, which can affect and have an impact on State Council mission and leadership.

In addition to the activities described above, the National Advisory Council on Vocational Education is involved in a wide range of activities to improve and expand occupational education throughout the country.

COOPERATION

NACVE maintains constant liaison with the Office of Education and its various bureaus. It has cooperated with the Bureau of Adult, Vocational and Technical Education in revising the format for the State Plan, and in the development of a suggested series of goal statements

and questions to be used in evaluating occupational education. The National Council was also involved in the selection of the six local educational agencies funded by the Office as model sites for the development of the school-based model of Career Education.

NACVE also maintains contacts with other departments and agencies which are involved in vocational education and job training, such as the Women's Bureau and the Bureau of Labor Statistics of the Department of Labor, Bureau of Indian Affairs and Bureau of Mines of the Department of the Interior, Department of Defense, Veterans Administration, and the Department of Justice.

At the request of Congressional committees and individual members of Congress, NACVE assists in the evaluation of vocational education programs and the development of new education legislation. NACVE is constantly called upon to testify before various Congressional committees.

STUDIES

NACVE is currently sponsoring and supervising two major studies on vocational education. PROJECT BASELINE is an in-depth study of vocational education and manpower training being carried on state by state under a contract with Northern Arizona University. Congress appropriated special funds for transmission by the U.S. Office of Education to NACVE to make the study. The other study, NATIONAL IMPACT OF VOCATIONAL EDUCATION, is being carried out by the National Planning Association to determine the extent of duplication of vocational education efforts in 20 selected urban areas across the country. Funds for this study were provided by the Office of Education.

The National Council's Public Information Program is another pilot project established to gain background data, experience and technical assistance for reporting to, and use by, the U.S. Commissioner of Education. This program was established to find ways and means for improving public acceptance, as well as the image, of vocational and technical education. The program, including production of brochures, and television film spots, has already been adopted by 20 States in developing their own programs, and an additional 22 have expressed interest in following suit.

CURRICULUM

The National Council is also in touch with various colleges and universities to stimulate further interest in modern occupational education, and to encourage more research in the fields of curriculum development, teacher and counselor training and state certification requirements. It also meets with representatives of business, industry and labor, community groups, minority organizations, the disadvantaged and the handicapped to develop and disseminate information on the availability and advantages of occupational education programs. These activities stem in large part from the 1968 Amendments (PL 90–576, Part I, Section 191(c)(1)) which authorizes the U.S. Commissioner of Education,

"after *consultation* with the appropriate State agencies and the *National Council* (emphasis added) to make grants to or contracts with colleges or universities, State boards and other public or non-profit agencies and institutions, or contracts with public or private agencies, organizations, or institutions–

To promote the development and dissemination of vocational education curriculum materials for use in teaching occupational subjects, including curriculums for new and changing occupational fields;

To develop standards for curriculum development in all occupational fields;

To coordinate efforts of the States in the preparation of curriculum materials and prepare current lists of curriculum materials available in all occupational fields;

To survey curriculum materials produced by other agencies of Government, including the Department of Defense;

To evaluate vocational-technical education curriculum materials and their uses; and

To train personnel in curriculum development."

YOUTH ORGANIZATIONS

A major program of the National Council is its involvement with the national youth organizations (discussed earlier in this Resource Book). In addition to attempting to be represented at the National Leadership Conferences of these organizations, the National Council is also helping develop materials for their use in expanding student membership. State Councils have also been urged to participate in and assist the youth organizations in furthering the National Council's efforts to improve the aware-

ness and prestige of career education among youth and adults throughout our nation.

REVIEW OF STATE COUNCIL REPORTS

A service considered of major significance is the review of all State Council annual evaluation reports by the National Council. A summary of the findings and recommendations of each Council is combined into a single report sent to all Councils. A confidential analysis of the evaluation report of each Council is also prepared and sent to only the relevant Council. A Congressional Committee has suggested that this analysis be a continuing service of the National Council.

STATE COUNCIL INFLUENCE

In much the same way that the work of the National Council impacts on the work of the State Councils, the reverse is true. Staff of the National Council carefully study the news bulletins, and the special and annual reports of the State Councils to determine current as well as emerging problems of concern to the State Councils. As these concerns are identified, the National Council is guided in establishing its priorities for study and action. Furthermore, the findings and recommendations of the State Councils frequently serve to support the findings and recommendations developed by the studies initiated and conducted by the National Council. This mutual interchange and support have made it possible for the National Council to avoid duplication of costly and time-consuming studies, and to continually provide to the U.S. Office of Education, and Congress, reports of current interest.

NATIONAL COUNCIL INFLUENCE

All of this has been accomplished with a mutual trust and respect for the independent status of each State Advisory Council, as well as that of the National Council. As a result, the National Council has come to serve the State Councils as a force for:

Identifying critical occupational education policy areas of broad national import to which the State Councils can address themselves in their deliberations and recommendations for action.

Keeping the State Councils advised of impending federal legislation and government agency regulations dealing with all aspects of education, employment training and manpower development.

Coordinating efforts of the State Councils to testify before Congressional committees and government agencies involved in education, training, employment, etc., as to their views and concerns relating to pending legislation, as well as interpretation and issuance of rules and regulations.

Coordinating the work of the State Councils with the National Council to achieve maximum beneficial impact on, and for, occupational education throughout the nation, as well as within their own States.

Expanding involvement of national industry, business, labor, professional and educational organizations in occupational education programs at the national, regional and state levels.

Initiating, recommending, coordinating, and assisting in needed research by, for, and with the State Councils.

The fact that these cooperative relationships exist between the National and the State Advisory Councils has permitted the National Council to assume a mutually agreed upon leadership role redounding to the credit and prestige of all the members of all the Councils, as well as benefiting occupational education throughout our nation.

Immediate future plans of the National Council include even closer working relationships with Congress, the U.S. Office of Education, and other federal government agencies and national advisory councils.

The National Council is committed to its mission of seeking experiential information from all types and levels of occupational education and manpower development programs in order to better advise the U.S. Commissioner of Education in his policy determinations and program priorities. In addition, the National Council has been requested to consider convening several national conferences. One, already approved, will be devoted to minority group problems relating to education and employment problems as they affect and make demands upon the quantity, quality, and cost of occupational education currently and in the near future. The National Council is also considering a plan to search for and sponsor seminal research con-

cerning all facets and levels of career education. Committed to serve as an "educational conscience" for the Nation, the National Council will, with the cooperation of the State Councils, help assure each youngster and adult in our public schools adequate skill training for a satisfying career whether or not he or she pursues further education.

WITH CONGRESS

One of the most intriguing aspects of the State Advisory Councils on Vocational Education is the intense interest of a number of Congressmen and Senators concerning the function of independent citizen groups in evaluating the work of professionals charged with administering public education. So concerned are the Congressional committees dealing with education, labor and manpower that members have requested copies of the State Council annual evaluation reports be sent them for study by the National Advisory Council on Vocational Education. In addition, the 1971 State Council reports were published as a special Congressional Committee report. Furthermore, in passing the Education Amendments of 1972, Congress mandated that the State Councils were to receive allotted operating funds even if the States received no other funds under the Act (PL 92–318, Section 509(c)).

Chairmen and staff of the relevant Congressional committees have frequently addressed organizations of educators, and others associated with education, concerning the important role of the National and State Councils, and have welcomed testimony from the Councils in hearings dealing with public education.

The State Advisory Councils on Vocational Education have been called unique from a number of points by view: being provided operating funds by Congress; their independent status vis-a-vis the State Boards and the U.S. Office of Education; the scope of their legal responsibilities; and the personal relationships of members with their State and national legislators. But their most unique feature must be the interest and concern of Congress that they function as envisioned in the 1968 Amendments to the Vocational Education Act of 1963 (PL 88–210) and the current Education Amendments of 1972 (PL 92–318).

It is no wonder that Congress welcomes both its formal and informal relationships with the State Advisory Councils (and the National Advisory Council) on Vocational Education.

Section IV

Operation of the State Advisory Councils on Vocational Education

INTRODUCTION

This section of the Resource Book is devoted to a discussion of several major operational features of the State Councils—holding public meetings and hearings, consulting with the State Board and State Commission on preparation of the State Plans for occupational education, and evaluating how well the occupational education needs of the State are being met. However, some prior comments concerning staff responsibilities and organizational structure are in order.

STAFF RESPONSIBILITIES

The staffing of each State Advisory Council varies with the funds made available by the U.S. Office of Education in accordance with the formulas prescribed in PL 90–576 and PL 92–318, and by the State as may be legislatively authorized.

Practically all State Councils employ a full-time executive director. As described in detail by one Council, and extrapolated from reports of other Councils, the duties of the typical Executive Director are to either personally, or by assignment:

Make all physical and business arrangements for all meetings, hearings, school visitations, etc., held by the Council and the Council's various committees.

Prepare agendas for all Council and committee meetings in consultation with the Council or relevant committee chairman, and distribute the agendas so as to allow sufficient time for members to prepare themselves properly for full participation in the meetings.

Prepare minutes and reports of all Council and committee meetings, hearings, etc., and to make appropriate distribution of the meeting minutes and reports.

Arrange for a continuing flow to Council members of reports, data, statistics and such other information available from federal, state and local agencies and organizations as may be pertinent to the deliberations of the Advisory Council and the work of its various committees.

Prepare and submit all documents and reports as required by relevant State agencies, the U.S. Office of Education and any other federal agencies concerned with the Council, including the Annual Budget and Report of expenditures as outlined in the U.S. Office of Education's publication, **State Advisory Councils on Vocational Education, A Guide for Implementing Rules and Regulations.**

Arrange for and conduct a full range of activities at the State and local levels designed to inform all segments of the public concerning the efforts of the Council in helping achieve improvement of occupational education throughout the State; and to arrange for full participation of Council members in such activities.

Maintain all files, records and mailing lists of the Council and its committees; and train and supervise all other staff members of the Council.

Develop and maintain cooperative working relationships with staff of all regional, federal, state and local agencies and organizations, including the State legislature and the governor's office, the National Advisory Council on Vocational Education, and the U.S. Office of Education, whose responsibilities and activities impinge on and have an impact on the work of the Council; and to arrange for interested and responsible Council members to be involved with these agencies and organizations to the extent possible, and vice versa.

Prepare, publish and distribute the State Council's newsbulletin.

Represent the Council at meetings of various national, state and local agencies and organizations as requested by the Chairman either alone, or in company with other Council members.

Maintain close working relationships with consultants employed by the Council and its committees to assure complete understanding and fulfillment of contractual responsibilities.

Provide Council members and committees expert assistance—based on personal background and continuing professional development, as well as through the utilization of qualified consultants—for establishing goals, analyzing, synthesizing and evaluating pertinent data and programs and preparing recommendations so that the Council can fulfill its mission and responsibilities.

Advise the Council on policy matters and legal requirements as to its operations and relationships with federal and state governmental agencies.

Arrange for appropriate writing, publication and distribution of special and legally required evaluation reports of the Council.

Facilitate the operation of the Council, and its committees by developing appropriate schedules and procedures and providing requested supportive services.

Provide each member a continuously updated Members Handbook.

Perform such other duties as assigned by the Chairman and Executive Committee of the Council.

Since the Council membership is composed of public-spirited citizens serving primarily as volunteers on a part-time basis, it is obvious that to the extent the Executive Director of a State Advisory Council succeeds in the performance of his duties, the Council itself will succeed in meeting its obligations and fulfilling its responsibilities. Thus there is no question but that when Congress mandated, in PL 92-318, that the Councils were to be provided funds "to strengthen the State Advisory Council on Vocational Education in that it may effectively carry out the additional functions imposed by this part", (Title X, Part B, Sec. 1056(a)(1)) the increased funds will be needed primarily for staff purposes. Whether the increased staff is to be full-time or part-time, administrative, educational or consultant, will depend on how each Council views its needs vis-a-vis its present Executive Director and his particular capabilities.

MEMBER HANDBOOK

While all of the above aspects of the Executive Director's job are important to the smooth functioning of the Council, two are particularly significant. One deals with providing each member of the Council with a continuously current Member Handbook. A suggested format is a 3-ring binder organized into the following sections:

Legislative Authority
Include pertinent sections of federal legislation, state legislation (if any) and governor's (or State Board) executive order (if any). It has been suggested that this Resource Book be included here or in a separate section.

Rules and By-Laws
Include the complete by-laws of the State Advisory Council.

Members
Each member should be listed by name, organizational affiliation, title, address and telephone number, as well as home address and telephone

number. Some Council Member Handbooks include brief biographies of each member.

Committees
A separate page for each committee, listing its members and including a description of the committee's responsibilities.

Cooperating State Agencies and Organizations
Include key officials of all other State agencies and organizations cooperating with the Council or with which the Council maintains official relationships, e.g., State Board, State Department of Education, key legislators, pertinent staff in Governor's office, etc.

Annual Goals and Objectives
Include current year's statement of Council goals and objectives.

Reports
Include listing and brief description of reports published by the State Council, the National Council, and other agencies which are pertinent to the work of the Council and are available in Executive Director's office.

Meeting Minutes
Provide past and current minutes of Council general meetings and meetings of committees on which the member serves.

Additional sections for this Member Handbook can be added as they may be suggested by the members themselves or as the Executive Director determines desirable.

RULES AND REGULATIONS

Another important aspect of the Executive Director's job is to interpret the federal legislation and the rules and regulations of the U.S. Office of Education which implement the legislation. The Rules and Regulations are published in the **Federal Register,** Volume 35, Number 91, May 9, 1970, "State Vocational Education Programs", and amended October 20, 1970, and February 2, 1972. To assist the State Councils in better understanding the Rules and Regulations, the U.S. Office of Education has issued a report, dated June, 1971, titled, **"State Advisory Councils on Vocational Education: A Guide for Implementing Rules and Regulations.** Another extremely helpful publication is the Office of Education's **Guide for the Development of a State Plan for the Administration of Vocational Education.** Despite the explanatory information in these guides, there are still some troublesome questions which arise, particularly in the budgetary and fiscal operations of the State Councils.

BUDGETS

The difficulty stems from the fact that while the State Advisory Council is an independent and autonomous agency created and funded by Congress, it functions as a State agency appointed by the governor (or an elected State Board). The State Advisory Council's financial budget may be reviewed, but does not need to be approved by any State official; it needs only the approval of the U.S. Office of Education to become operative. However, the Office of Education cannot provide funds directly to the Council: the funds must be sent to a State agency which can serve as a repository and disburser of federal funds. The State Advisory Council can select as its fiscal agent the State Board, the State Treasurer, or some other agency in the State approved as a fiscal agent by the U.S. Office of Education. The fiscal agent then issues checks in payment of vouchers submitted by the State Advisory Council in conformance with the approved budget, and "in accordance with applicable state and local laws, rules, regulations and standards governing expenditures by the States and their political subdivisions, or agencies thereof." (Par. 102.124, Rules and Regulations). While there is general agreement that the above cited clause referring to State laws, etc., requires the State Advisory Councils to conform to procedural matters, some State fiscal agents are attempting to exercise substantive review and approval of Council expenditures. The U.S. Office of Education and the National Advisory Council on Vocational Education are in agreement that the State fiscal agent does not have any such substantive review authority; and that where the State Council does submit its budget in accordance with State requirements, the Council need only stay within limits of the line items on that budget. The State fiscal agent for the State Council serves as a "conduit" for U.S. Office of Education funds in the same manner as the National Advisory Council receives its funds through the U.S. Office of Education.

The situation becomes complicated, however, when the State Councils receive funds, services in kind, or supplies from a State agency, e.g., office supplies from the State Board. In such cases, the State fiscal agent may have grounds

for exercising controls on those expenditures made out of funds supplied by the State.

Another complicating factor is concerned with compensation of State Advisory Council members while serving on business of the Council, e.g., attending meetings of the State Council, and/or reimbursement for travel expense. Subsistence, travel allowances and compensation must be "in accordance with state law, regulations and practices applicable to persons performing comparable duties and services." (Par. 102.26, Rules and Regulations). Thus, if the Council were to vote to compensate its members at $100 per day for attending a Council meeting, while all other State Advisory committee members are allowed only $25 per day, the U.S. Office of Education would probably disallow such compensation if questioned by the State fiscal agent. The governing phrase in this Regulation is "practices applicable to persons performing comparable duties and services." This would also be true with respect to reimbursement for costs of transportation and per diem allowances. However, the U.S. Office of Education would not agree with any state regulations which might impair or restrict Advisory Council members from traveling around the state, or out-of-state on Council business as determined necessary by the Council, and to the extent the approved Council budget provides line item funds for travel.

It is of interest to note that the Congressional Conference Report, "Vocational Education Amendments Act of 1968," Conference Report No. 1938, U.S. House of Representatives, 90th Congress, 2nd Session, page 45, comments as follows on payment of honoraria, etc.:

"The Senate Amendment contained a provision not included in the House bill, specifying that members of the State Advisory Council shall be entitled to receive compensation at rates not in excess of $50 per day from federal funds, as well as appropriate subsistence and travel expenses while away from home. While this provision has been deleted, it does not indicate any intention on the part of conferees that members of these councils should not be suitably compensated."

In order to avoid troublesome budgetary and fiscal confrontation problems, the Executive Directors of the State Councils are urged to:

Prepare a written agreement with a selected state fiscal agent, to be signed by the agent and the Council, which will clearly establish their working relationships and constraints.

Prepare a budget, as approved by the Council, with supporting detailed schedules for each line item of administrative expenditures, including estimated costs for: employment of consultants for specific purposes; research to be contracted for; compensation, travel allowances, etc., for Council members and staff; the number of annual trips per member, including out-of-state travel, etc. A sum of money might be set aside for special travel requirements, with authorization for such special travel to be made by the Executive Committee. The supporting schedules will also assist in the preparation of state budget forms, if such forms are to be provided the state fiscal agent.

Compensation, per diem and travel allowances for Council members should not exceed that provided other state advisory committee members, as much a matter of law (which might be disputed) as avoiding unpleasant relationships with other cooperating state agency advisory committees, etc.

All planned expenditures should be able to stand scrutiny as necessary for the Council to properly achieve its mission and discharge its responsibilities as an advisory, evaluative and recommendatory agency in the field of occupational education. (While primary responsibility for such service is, of course, that of the State Commission and the State Board, the State Advisory Councils are not restricted to working relationships with these two agencies alone.)

When a budget is prepared in this manner, and with working relationships with the state fiscal agent in writing, no difficulties should be encountered in the fiscal operations of the Advisory Council, assuming, of course, adequate funds and proper record keeping. This last item, of course, is most important because all State Councils can expect to be audited by appropriate federal and State governmental agencies.

ORGANIZATIONAL STRUCTURE

The organizational structure of a State Advisory Council on Vocational Education is determined primarily by the By-Laws it adopts and the committees it establishes to perform

those duties assigned by the relevant federal and state laws. About the only common committee among the Councils is an Executive Committee. From that point on there appears to be as many committees, both standing and ad hoc, as can be imagined being utilized. This is not unexpected since the Councils vary considerably in numbers of members, plus the fact that most of the members are quite sophisticated in organizational experience. Therefore, discussion in this section of the Resource Book will be limited to one committee which seems to be coming into favor among a number of Councils—the Council Annual Goals Committee. Two other frequently found committees—the State Plan and the Evaluation Committees—are discussed later.

ANNUAL GOALS COMMITTEE

The Annual Goals Committee, as utilized by those State Advisory Councils which have established such a committee (either by name or function), is responsible for developing a suggested budgeting of the time and effort available to the Council's members and staff for a particular year. Such a "budget" seems to be particularly appropriate for a State Council in establishing priorities for its operations, given the wide scope of Council responsibilities.

The Executive Director of the Council must participate of course, in the development, and the entire membership of the Council must approve, the adoption of the priorities and goals suggested by the Committee. Following are two Council statements of such goals. Note that one statement also includes objectives as well as deadlines. To the extent such deadlines can be formulated, the Annual Goals or Program of Work for a State Council will be that much more meaningful and attainable. Without such a planning and priorities statement, the State Council's efforts can become diffused, chaotic and ineffectual. With such a statement, the Council's executive director is able, and should, periodically report to the Annual Goals Committee concerning adherence to the established goals, and any suggested rescheduling of time allotments and changes in goals, objectives, and priorities.

As one Council member remarked about use of an Annual Statement of Council Goals, "it should tell us where we want to go, and what we should do when we get there. And if we don't arrive this year, what we still have to do next year."

Example 1

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Suggested Goals For FY (year)

GOAL I

Develop an evaluation report of vocational technical education

GOAL II

Participate in the development of a State Plan for vocational technical education

GOAL III

Hold one or more regional meetings which will involve the citizenry in a study of every aspect of vocational-technical education.

GOAL IV

The selection of two or three select areas for studies from the following or additional areas suggested by the membership.

A statewide public opinion survey patterned after the *(name)* County survey.

A study of changing emphasis in programs as directed by the 1968 Amendments to the Vocational Education Act, and the Education Amendments of 1972.

A study of State level administrative problems in vocational-technical education.

GOAL V

A reassessment of the long range goals of the Council to determine.

Staff needs

Office needs

Revise Constitution and By-Laws

GOAL VI

Work with Governor's Commission on Education to assure that vocational-technical education is adequately included.

Example 2

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

Annual Program of Work (Year)

GOAL 1.

To advise the State Board on the development of the State Plan.

Objective 1: Upon invitation to do so, the Council will assign its Executive Director responsibility for serving on a Task Force drafting the State Plan for FY____.

Objective 2: For the State Plan Committee of the Council to meet at least 1 time to study the proposed FY___ State Plan in detail.

Objective 3: For each Council Member to review preliminary drafts of the State Plan and to share views concerning the proposed plan at a regular meeting of the Council.

Objective 4: For the Council to develop a position concerning the proposed State Plan for FY____, the position statement to be read at the Public Hearing of the State Plan.

GOAL 2.

To advise the State Board of Education on policy matters arising in the administration of the State Plan submitted pursuant to the regulations.

Objective 1: For the Program Operations Committee to review State Board policies for vocational education at least once each year and to report its findings to the Council.

Objective 2: For time to be allowed on the Agenda of each Council meeting for the Director of Occupational Education, Department of Community Colleges and the Director of Occupational Education, State Department of Public Instruction to bring matters of concern before the Council. Such opportunity will also be afforded in Committee meetings.

Objective 3: For the Council to develop and adopt a position paper concerning its desired image for vocational education in the public schools and the Community College System in the State.

Objective 4: For the Professional Development Committee to evaluate the extent to which the recommendations in the Position Paper on Professional Development adopted in May, 1970 have been acted upon and to report its findings to the Council.

GOAL 3.

To evaluate vocational education programs, services and activities under the State Plan, and publish and distribute the results thereof.

Objective 1: For the Council to adopt its major evaluation goals for the annual evaluation report not later than at its second meeting during each fiscal year.

Objective 2: For the Executive Director to make an analysis for the Council on the extent to which the program objectives set forth in the State Plan for Vocational Education are met.

Objective 3: For the Executive Director to visit a minimum of 20 secondary and 10 post-secondary institutions to observe vocational education programs.

Objective 4: For Council to make a 2 day tour of selected secondary and post-secondary vocational education programs in the Spring of _____.

Objective 5: For each Council member to visit at least one secondary school and one post-secondary institution on an individual basis to observe vocational education programs.

Objective 6: For the Council to hold one meeting annually in which the public is invited to present views on vocational education programs and to present a summary of these views in the Annual Evaluation Report.

Objective 7: For the Council to contract for a status study on vocational education in the State to be undertaken in FY _____.

Objective 8: For the Council to contract for a study of the image of vocational education to be undertaken in FY _____.

SERVING AS AN EVALUATIVE AND CONSULTATIVE AGENCY

BASIC MISSION

The basic reason the State Advisory Councils on Vocational Education were established by Congress was to evaluate how well the State Boards and State Departments of Education were meeting the occupational education needs of the youth and adults of their states. All other responsibilities, activities and services of the Advisory Councils devolve from, and must contribute to this basic mission. For example, if the Advisory Council has not been engaged in evaluative activities, it can offer little, if any consultative advice and assistance to the State Board in developing the State Plan. Or make any recommendations for change worthy of consideration and support by the legislature, the governor, the U.S. Office of Education, or the general public. For this reason, the evaluation activities of the Advisory Councils are discussed in this section in relationship to the consultative assistance the Councils are required to provide the State Board in the development of the State Plan. Organizing for evaluation, and providing assistance in the development of the State Plan are discussed separately in a later section.

EVALUATION ACTIVITIES

What are the kinds of activities of the State Councils which can be described as evaluative? The answer is every activity—informal and formal visits to individual schools; holding public meetings and hearings; reading, listening to and studying the research reports of educators, trainers and other types of people engaged in manpower development; asking opinions of students, parents and employers concerning their impressions of occupational education; employing consultants to engage in technical studies; working with student youth organizations. All these and any other activities which assist members of the Advisory Council to better understand and form judgements concerning both the availability and the quality of occupational education needed and offered throughout the state and in particular areas of the state come under the rubric of "evaluation," including such matters as the extent of and impact on occupational education of public welfare programs, for-profit and non-profit private schools, unemployment problems in the state, etc.

STATE BOARD

But Congress has always, and continues to hold the State Board responsible for evaluating federally funded occupational education programs conducted within the state. The Board, through the Department of Education, has professional and technical staff available for collecting data and conducting evaluations. In addition, the Board can employ research organizations and consultants, and appoint citizen advisory committees to assist it in conducting its evaluations. Why then did Congress consider it necessary to mandate the use of State Advisory Committees? Because Congress is convinced that in-depth citizen involvement in the planning for and evaluation of occupational education is of major value and import to the professional educators, administrators and board members responsible for public education generally, and occupational education specifically. Since all State Boards had not appointed advisory committees, or had utilized them ineffectively, if at all, Congress made the establishment of such committees at the state level a requirement of PL 90–576 before the state could receive federal funds for occupational education purposes. To further assure their effective utilization, the Advisory Councils were given legally specified responsibilities and provided federal funds so that they could function separately and independently of the State Boards.

COOPERATING

Did Congress intend then, that the State Board and the State Advisory Council should each go their own way in conducting separate and independent evaluations of occupational education at the state, regional and local levels? If the State Advisory Council so desires, and has the funds, staff and time, it could do so. And the State Board would have to give serious consideration to the Advisory Council's findings and recommendations in developing each year's Annual Plan, and so certify in the State Plan submitted to the U.S. Office of Education for funding. But Congress also recognized that it would be much more desirable if the State Board, and the newly mandated State Com-

mission, would share data and findings with the Advisory Council; engage in joint effort in developing the State Plan and in conducting evaluations; co-sponsor needed research; and present a unified front in seeking needed changes. That consultation, cooperation and interdependence between the State Advisory Council, the State Commission and the State Board is to be fostered is abundantly clear throughout PL 90–576 and PL 92–318, and particularly so in the Rules and Regulations of the U.S. Office of Education.

During the early days of the State Advisory Councils, considerable time and money was expended in conducting studies considered necessary to obtain needed data on which the Councils could base their evaluations. However, as the Councils developed their cooperative relationships with other state agencies and advisory committees in the field of education, training and manpower, so much relevant data became available to Council members on a current basis as to now make data generation a minimal concern of the Council. As a matter of fact PL 92–318, Section 1056(b)(1)(D) requires that the State Advisory Council be provided the data utilized by the State Commission in the development of its procedures to insure continuous evaluation and planning. The major concern today of the Council is to determine which data is meaningful, and to synthesize it in such manner that the Council members can arrive at evaluative judgements concerning the:

Quality of occupational education being offered throughout the state, its regions and communities.

Numbers and kinds of people and communities whose occupational education needs are being met either poorly or not at all.

Unresolved issues and constraints of occupational education and alternative remedies for arriving at solutions to the problems.

The tasks inherent in providing advice and developing recommendations on which the State Board, the State Commission and the State Department of Education can take action are indeed formidable. But the State Advisory Council members, acting as informed, knowledgeable and concerned citizens who have devoted time and effort to considering and deliberating the problems of occupational education, and possible solutions, have developed strategies and tactics which have had considerable impact on the shape, content, manner and offerings of occupational education throughout their states.

Helping Establish Measurable Goals and Objectives

EVALUATION CRITERIA

To evaluate an educational program, process or system requires the *a priori* establishment of a set of agreed upon performance goals and objectives so that the evaluators will know what they are seeking to measure, assess and judge. However, educators are the first to admit that measurable evaluative criteria for the product and process of public education are still at the rudimentary developmental stage. One of the major services to be performed by State Advisory Councils, then, is to assist the State Board, the State Commission and the State Department of Education to establish quantitative measurements of quality education to the fullest extent possible.

In pursuance of this effort, a few State Advisory Councils have exhibited considerable interest in a federally funded research program being conducted by The Center for Vocational and Technical Education at Ohio State University, for designing a system for statewide evaluation of vocational education. This system, based on the approach to "management by objectives" is the result of five years of continuous development, field tryouts and revisions. Many questions are still being asked as to the feasibility of this system because it requires complete overhaul of the record-keeping system of local schools, school systems and the State Department of Education—perhaps a worthy endeavor on its own behalf. Basic to the system are the statements of objectives and goals, which might well serve the State Councils in their evaluative deliberations. To illustrate, following are the four major objectives which the system has established for vocational education:

1. To provide vocational education to youth and adults who will be entering the labor force and to those who seek to upgrade their occupational competencies or learn new skills.

There are 14 specific goal statements, e.g., "(*No.*) secondary school youth will be enrolled in vocational programs."

2. To provide comprehensive vocational education which relates general and vocational education offerings to the vocational objectives of students

   There are five specific goal statements, e.g., "(*No.*) vocational programs will have their vocational and general education staffs jointly organize their offerings in relation to vocational program objectives."

3. To make vocational education increasingly acceptable to those who desire it.

   There are eight specific goal statements, e.g., "(*No.*) schools will operate at times other than during the regular school year (September through June)."

4. To provide quality vocational education which meets the vocational aspirations of people while being compatible with employment opportunities.

   There are 21 specific goal statements, e.g., "(*No.*) schools offering vocational programs will have job placement services available to all program trainees."

Subtracting the number of youth, by schools or programs included in the above affirmative specific goal statements from the total number of youth, schools or programs in the state, we have a basis for making an evaluative judgement. For example, if there are 75 schools in the state offering vocational programs, and 10 have job placement services available to all program trainees, a judgement could be made as to whether this latter number is excellent, good or bad. If bad, then the evaluators could set as an objective for the following year, an increase in the number of schools offering placement services, and recommend setting aside a certain sum of money to achieve the stated numerically increased goal.

There are, of course, a number of systems in use by educational policy makers and planners for quantifying, to the extent possible, their statements of goals and objectives. A good example is that of the Utah State Board for Vocational-Technical Education in its State Plan for 1972–73. Not only are the general goals stated, but also included are a set of objectives to achieve each goal with the numbers of students, schools and programs involved, and then a set of specific activities—and monies to be spent on each activity—for achieving each objective. For example:

Goal (selected from among 16):

"To provide vocational education programs to secondary students which are of high quality, realistic in regard to labor force trends, and suited to the needs, interests, and abilities of students."

Objective (selected from among 5):

"To increase participation of secondary vocational students in youth club activities from 10,021 (currently) to 11,056 in 1972, to 12,560 in 1973, and to 14,000 in 1977."

"Activities: 1. Organize 45 new chapters of DECA
2. Organize 8 new chapters of VICA
3. Organize 10 new chapters of FBLA
4. Conduct leadership workshops for club officers
5. Direct youth conferences and participate in state and national youth programs"

"Budget for 1973: 7,000"

The important point made in the above discussion is that goals and objectives must be stated in as specific form as possible to be both understood and acted upon. It is not enough for a State Advisory Council to state, e.g., "Every occupational education program should have the benefits of an advisory committee", have the State Board agree, and then report triumphantly, "Recommendation accepted." The Council, having adopted this statement as a legitimate goal, must then insist on learning:

How many school programs do and do not have advisory committees

How the advisory committees are being used or misused

How will the effectiveness of all the advisory committees be strengthened, and how much it will cost

How much it will cost to establish advisory committees for all those programs which currently do not have such committees

What priority the State Board has assigned to this goal (or objective)

What are the possible sources for needed funds

With this type of information available for each specific objective and goal, the evaluators are now in a position to consider which goals are to receive priority consideration for the next and succeeding years, what compromises must be made, etc., etc. Thus, the State Advisory Councils, in discharging their Congressionally mandated responsibilities for evaluating occupational education throughout the state, and serving in a consultative capacity to their State Boards and State Commissions, must constantly question, question, question, as representatives of the public, the rationality, the feasibility, the possibility, the practicality and the cost of each goal and objective and its priority as described in the State Plan. For it is the State Plan which establishes the framework, as well as the picture, of occupational education in the state for the immediate as well as the long-range future. Thus it is important for each member of the State Councils to understand the State Plan, how it is developed, and how they can best help in making it the detailed working document it must be to assure the best possible occupational education for all the youth and adults within their state. But before members of the State Councils can attempt to understand and help improve the State Plan, they must know a great deal about what is taking place in the name of occupational education in the schools throughout the state, and the extent to which the needs of students, potential students, employers, potential employers, communities, etc., for occupational education are being met.

Some Major Evaluation Activities

It is quite possible for the State Advisory Council to assist the State Board and State Commission, on a consultative basis, in the development of a State Plan—given the experience and interests of the Council members—without engaging in any evaluation activities of its own, or even attempting to establish goals and objectives which the Council might want to recommend. To function in this manner, however, will soon make the Council a sterile "rubber stamp" self-serving body in terms of representing the interests, concerns, knowledge and opinions of various facets of the state's economy and citizenry.

In previous sections of this Resource Book, several strategies were discussed for members to keep themselves currently and intimately informed concerning local school system problems and needs, e.g., Council members "adopting" a school, utilization of local advisory committees, establishment of committees and sub-committees based on geographic socio-economic considerations, industry and business interests, etc.

FUNDING STUDIES

Also previously discussed has been the role of the Advisory Council in conducting special studies to obtain or "generate" objective data considered necessary for their evaluative deliberations. Only after determining that such data is not available currently, or will not soon become available from other agencies and organizations cooperating with the Advisory Council, should consideration be given to engaging in or funding a study. If the study is to be funded, the possibility of joint funding with the State Board, State Commission or any other interested agency and organization should be explored. It should be noted that a number of observers have cautioned that a vibrant and pragmatic approach by the State Advisory Councils is much to be preferred, and as a matter of fact is needed, to offset the statistical, data oriented researcher's findings. The Councils must not fall into the trap of "waiting for the findings of a research study" to offer considered judgements!

STATE PLAN

As a starting point for deciding what programs, services and activities of occupational education should be evaluated, a number of State Advisory Councils have utilized the State Plan currently in effect. Taking specific sections of the State Plan dealing with actions planned at the State and local levels has given these Councils a fairly detailed outline around which to organize their quest for information as to what is happening in the schools and school systems.

EXEMPLARY PROGRAMS

Another starting point for some Councils have been the specially funded innovative, experimental and exemplary occupational education and manpower development programs within the State. Information concerning these programs is easily available from the State Depart-

ment of Education and other state agencies with which cooperative arrangements have been made by the Council.

NATIONAL COUNCIL REPORTS

A number of State Councils have reported increasing use of the special reports of the National Advisory Council on Vocational Education for purposes of studying the extent to which the problems identified at the national level apply to their states; and how the recommendations of the National Council can be implemented at the state and local levels.

PUBLIC HEARINGS

An extremely useful strategy for obtaining information and data required in arriving at evaluative judgements by a State Advisory Council is the holding of public meetings and hearings. However, even when a Council does go out into the field or obtain data, information, opinions, complaints, recommendations for change, etc., for its deliberations, it is quite possible that the effort may be wasted. For example, Councils have held public hearings in various parts of their state which have consisted of the following one-day agenda:

Speeches by officials of the State Board and State Department of Education and local school officials

Tours of one or more schools

Lunch or dinner in a school cafeteria or in a hotel dining room

The remainder of the day—usually one hour, two hours at the most—is scheduled for discussion of problems. Obviously, this is not enough time.

For a public hearing or meeting to reveal problems, unmet needs, and unresolved issues which will assist the State Council in formulating recommendations for change, or to reveal exemplary programs and activities which might be replicated throughout the state, careful planning and promotion must precede the hearing. The Council members who will be attending the hearing must be provided background information about the school system(s) in the area to be visited, employment and economic problems, population characteristics, etc. Such information can be presented orally or in written form by staff of the State Department of Education, the Employment Service, the Welfare Department, etc., as well as by individual Council members familiar with the particular area. Depending upon the purpose of the public hearing—e.g., on a single subject such as availability, adequacy and use of finances for occupational education; or utilization of local program advisory committees; or primarily to uncover general problems; or to obtain opinions on the adequacy of State Plan provisions for that area—determinations can be made as to who will be invited to testify, time to be devoted, local publicity to be issued, type of testimony to be solicited, place(s) where the hearing will be held, and whether or not a verbatim transcript is to be taken and published.

If a school is to be visited, time should be allowed to meet with student group leaders, teachers, department heads, and program advisory committee chairmen.

If provisions of the State Plan are the primary concern of the public meeting or hearing, consideration should be given to holding the hearing jointly with representatives of the State Board and the State Commission.

EVALUATION STRATEGY DEVELOPMENT

Much more could be said about organizing and conducting public meetings and hearings based on the information provided by the State Advisory Councils which have cooperated in the preparation of this Resource Book. There is obviously sufficient sophistication on the part of State Council members and staff to make their public hearings an integral and major part of their program of evaluation strategies. Perhaps, even more importantly, the Council, from its experience in evaluating occupational education, and as part of its consultative responsibility to the State Board in helping develop the State Plan, could help the State Board in designing meaningful evaluation strategies and procedures. As set forth in Par. 102.36 of the Rules and Regulations of the U.S. Office of Education:

"(c) The State Plan shall describe the State's program for evaluating State and local programs, services, and activities carried out under the State plan. This description shall include:

(1) The agencies and institutions (in addition to the State advisory coun-

cil) . . . responsible for making periodic evaluations

(2) The frequency with which each of the agencies and institutions referred to in subparagraph (1) of this paragraph will make periodic evaluations of the various programs, services, and activities under the State plan carried out at both the State and local levels; and

(3) The procedures which the State will follow, or which it will require local educational agencies to follow, in conducting periodic evaluations, including an outline of the types of evaluations planned and of the criteria to be utilized in evaluating the effectiveness of programs, services, and the activities under the State plan supported with funds from any of the allotments under the Act."

A measure of the difficulty of this responsibility is the paucity of information contained in most State Plans with reference to the above Regulation. Yet the State Advisory Council is not only charged with the responsibility to

"Evaluate vocational education programs, services and activities under the State plan . . . (Par. 102.23(c) of the Rules and Regulations)

but also to

"Advise the State board on the development of the State Plan . . ."(Par. 102.23(a) of the Rules and Regulations)

and to prepare a report containing

" . . .(1) the results of the evaluations . . . of the effectiveness of programs, services, and activities carried out under the State plan in the year under review in meeting the program objectives set forth in the long-range and annual program plans . . . and (2) such recommended changes in the content and administration of the State's programs, services and activities as may be deemed by the State Advisory Council to be warranted by its evaluation results." (Par. 102.159, Rules and Regulations)
as well as to

"Advise the State Board on policy matters arising in the administration of the State plan submitted pursuant to the Act and the regulations in this part" (Par. 102.23(b) of the Rules and Regulations

Further examination of the State Plan will reveal that if all the information gathered by the State Advisory Council as part of its evaluation and other activities is to have any beneficial impact on occupational education in the State, this impact must first take place on the State Plan itself.

Helping Develop the State Plan

Probably the most helpful document for understanding the State Plan is the **Guide for the Development of a State Plan for the Administration of Vocational Education** issued by the U.S. Office of Education. Another extremely helpful document available from the U.S. Office of Education is its **Guidelines for Identifying, Classifying and Serving the Disadvantaged and Handicapped Under the Vocational Education Amendments of 1968, Suggested Utilization of Resources and Expenditures, June, 1972.** Both publications may be obtained from the Bureau of Adult, Vocational and Technical Education of the U.S. Office of Education. Each member of the State Advisory Council should be provided a copy.

It should be noted that while relationships between the State Commission and the State Advisory Council on Vocational Education in the preparation of the Commission's State Plan are mentioned herein, no in-depth discussion is possible until the U.S. Office of Education issues Rules and Regulations concerning the establishment of the State Commission, its specific role, functions and relationships with the State Board and other state education and manpower development agencies.

A CONTRACT

All the hopes and aspirations, the philosophy, goals and objectives, the statistical bases for, and descriptions of the planned administration of programs, services, activities and priorities of the State Board, the State Commission and the State Department of Education concerning occupational education can be found in the State Plan. More than this, the State Plan is in fact a contract with the federal government that, when approved by the U.S. Office of Education, its provisions will be binding upon the State Board, the State Commission and the State Department of Education in the administration of occupational educational programs, services and activities at the State and local levels.

The State Plan, and any amendments thereto, must be prepared "in consultation with the

State Advisory Council" (Par. 102.31(e)(1)(i), Rules and Regulations), and when submitted to the U.S. Office of Education, must contain:

A certified statement by the Advisory Council that the State Plan (and any amendments thereto) was prepared in consultation with the Council (Par. 102.31(e)(2) Rules and Regulations)

A statement of the recommendations and findings of the Advisory Council, based on its most recent evaluation report, and what consideration and action, if any, the State Board is taking with respect to each recommendation (Par. 102.159, Rules and Regulations as amended Jan. 20, 1972).

That the State Plan must be prepared by the State Board" in consultation with the State Advisory Council" is made even clearer by the U.S. Office of Education's **Guide for the Development of a State Plan,** which states, on page 1,

"The State board, *assisted by the advisory council in the development of the State Plan* (ed.: emphasis added) . . . "

PARTICIPATION

The responsibility of the State Advisory Council with respect to the development of the State Plan, then, is that of participation. This is quite different from "review and recommendation" afforded by the State Board and State Commission to other interested and concerned agencies, organizations and the general public. This distinction is of tremendous significance to the relationship of the State Advisory Council with the State Board and the State Commission, and has considerable significance to the *modus operandi* of the Council itself.

However, the assistance to and participation in the development of the State Plan by the State Advisory Council is limited by two factors:

1. The amount of time Council members can afford to devote to this task
2. The State Board and State Commission have the ultimate responsibility for developing the State Plan and seeing to its administration. Therefore, they are bound only to consider any suggestions and recommendations made by the State Advisory Council; they are not legally bound to accept any.

Given these two constraints, the State Advisory Council can best assist the State Board and State Commission in developing the State Plan by insisting that:

Each goal and objective of the State Plan be stated in understandable lay language, that the State Plan includes very specific statements of activities relating to the objectives, indicating exactly what is to happen to how many (students, teachers, schools, programs, etc.), how much money is to be expended for each activity, and how long it will take to achieve the stated objectives and goals.

Any goals and objectives which the Council considers important be included, to the extent the Council can persuade the Board and Commission to do so.

Statistical data and reports of studies utilized by the State Board in support of any position or program included in the State Plan are indeed relevant.

Questions raised by the Council are answered to the full satisfaction of the Council.

These same constraints are, of course, just as binding on the Council's recommendations. They too must be stated in clear and specific terms, and must be supported by findings sufficiently relevant to be persuasive. A recommendation couched in general terms can too easily be sloughed off with a statement of agreement, but with no implementing action. And a nit-picking criticism by the Advisory Council of some provision of the State Plan will probably receive a reply on the same order.

Many state directors of vocational education have found the questioning of the State Plan by the Advisory Council—provision by provision—most helpful. They have publicly expressed their appreciation for the interest of sympathetic, concerned and knowledgeable citizens, such as the State Council members, who have spent the time and effort involved in evaluating occupational education throughout the State. A number of State Directors have been particularly impressed with their Advisory Council's assistance in the development of the State Plan in helping design new, diverse and flexible approaches to occupational education.

Thus, the Advisory Council's participation and assistance in the development of the State Plan can be seen as bringing to the process an informed point of view representing the tax-

payers, the students, the employers, the local school systems, and the communities throughout the State. The important phrase in the above satement, is "an informed point of view," for representation without information in the preparation of the State Plan would be utterly useless.

Organizing for Evaluation

EVALUATION PROGRAM COMMITTEE

Since the evaluation activities of the Council are continuous, involve all members of the Council, and consist of both informal and formal ways and means for gathering information and forming opinions, a number of State Councils have not attempted to structure the process. However, more and more Councils are finding it advantageous to establish an Evaluation Program Committee responsible for:

Preparing an annual plan and program for involving each Council member in several formal evaluation activities such as chairing public meetings and hearings, meeting with groups of local advisory committees, school visitations, etc., and scheduling such activities during the year.

Assigning specific sections of the State Plan for study as to implementation at the State and local levels.

Meeting with and maintaining relationships with State Board and State Commission, as well as with other State agency and advisory committee staff responsible for conducting evaluative studies in the fields of education, training and manpower development; obtaining reports of such studies and distributing them to relevant Council members.

Determining and recommending specific themes or programs to be evaluated by the Council during the year.

Determining the need for and recommending that the Council fund, alone or jointly with another agency or agencies, any special studies to assist the Council in its evaluative role.

Coordinating receipt of and compilation of member evaluation findings and reports in preparation for submission of the Council's evaluation report(s) to the State Board and State Commission.

Determining the form, content and desirability of Council evaluation reports to be presented to local school systems which participated in a public hearing, etc.

Determining the need for and recommending the issuance of special periodic evaluation reports in addition to the Annual Evaluation report.

Preparation of the Annual Evaluation Report in terms of format and content.

Determining the need for, and recommending the employment of staff or consultants to assist the Council interpret, analyze and synthesize its findings and prepare its recommendations and reports.

It is obvious, of course, that Council staff will be heavily involved in providing supportive services to a committee with the above responsibilities. But the alternative to not having such a committee is either for the Executive Committee, and/or the staff, alone, to be responsible for all of the above activities. It appears that an Evaluation Program Committee is much to be preferred.

Evaluation Reporting

The evaluation reports of an Advisory Council are its most important public documents in terms of describing the Council's activities and demonstrating its impact on improving the occupational education program of the State. In addition, these reports can be extremely useful in mobilizing support for the Council's work and recommendations from among the various facets of the State's economy and population.

It should be noted that the Advisory Councils are encouraged to make both annual and periodic evaluations and reports of programs, services, and activities under the State Plan, including recommendations for such changes as may be warranted by the evaluations. (See **State Advisory Councils on Vocational Education: A Guide for Implementing Rules and Regulations**, U.S. Office of Education.)

In preparing their evaluation reports, many Advisory Councils have recognized they have several "publics" with different interests in the findings of the Council. The two major audiences, and their interests are:

1. The State Board, State Commission, legisla-

tors, the governor, researchers, school board officials and administrators, teacher associations, other State agencies involved in education, the National Advisory Council, the U.S. Office of Education, etc.

This "public" is interested in the details of the findings and the recommendations of the Council, as well as being concerned with the specificity of the recommendations. They will read and study the Council reports without being concerned as to presentation of graphics, or fine printing; they "just want the facts".

2. The general public, PTA groups, civic organizations at the state and local levels, etc.

This public is interested in the overall picture and is not concerned with details. The language of the text, the presentation, and the graphics must be designed to interest the readership. A specialist in preparing such a publication will usually need to be secured for the purpose.

Several Advisory Councils have joined forces with the State Board and other State agencies and advisory committees involved in education, training and manpower, to publish a single report addressed to the general public which describes the total State program of occupational education and manpower development—its accomplishments, shortcomings, and needs for change. Such a report has much to commend itself for consideration.

As important as is this "general public" report, the major emphasis of the Advisory Council must be on its detailed evaluation report of findings and recommendations, backed up supportive evidence. Not only is it this report which will have impact on the State Plan, but it will also be used by the National Advisory Council on Vocational Education in making its report and recommendations to the U.S. Office of Education and Congress for changes and improvements in occupational education at the national level. For this reason an ad hoc committee of State Advisory Council executive directors, members of the National Advisory Council, and a representative of the U.S. Office of Education developed a recommended format for the evaluation reports. In addition, this ad hoc committee annually requests each State Council to evaluate specific facets of occupational education in their State in order to permit the National Council to prepare a consolidated report on these items for submission to Congress. It is understood, of course, that the State Councils are not limited in their evaluation to those items requested. Following is the statement of goals and relevant questions submitted by this ad hoc committee to the State Advisory Councils for the 1972 evaluation reports.

GOAL I:

Evaluation should focus on the State's goals and priorities as set forth in the State plan.

How valid and appropriate were the State's goals and priorities?

Were they valid in terms of student needs and employment opportunities?

Were they sufficiently comprehensive in terms of specific population groups such as disadvantaged, handicapped, returning veterans, adults, postsecondary, etc.?

Were they related appropriately to other manpower development in the State (e.g., private schools, industry, CAMPS, etc.)?

Were procedures set forth in the State plan to accomplish each stated goal and/or objective or priority?

To what extent were the State's goals met during the year under review and to what extent and in what ways does this represent an improvement over last year?

GOAL II:

Evaluation should focus upon the effectiveness with which people and their needs are served.

Are valid data available for planning purposes (i.e., manpower needs, job opportunities, and employer needs)?

To what extent is there coordination of training opportunities among agencies?

To what extent is there coordination and articulation among secondary, postsecondary, and adult education agencies?

To what extent do educational institutions assure job placement of graduates?

To what extent is vocational education involved in total manpower development programs of the State?

To what extent are vocational education op-

portunities available to all people at the secondary, postsecondary, and adult levels?

To what extent is career education provided to all elementary and middle grade pupils?

What indications are there that students feel that vocational programs adequately meet their needs?

GOAL III:

Evaluation should focus on the extent to which Council recommendations have received due consideration.

List the Council's previous year's recommendations. What action has resulted from each of these recommendations?

What factors influenced the success or failure of implementation of the recommendations?

What follow-through is being maintained by the Council (e.g., re-editing, resubmission, new areas for recommendations)?

A number of State Advisory Councils have found that dissemination of these Evaluation Goals along with the specific questions to which answers are being sought (in addition to those adopted by the Council on its own initiative) to other State agencies, local school systems, local school program advisory committees, etc., is an extremely helpful strategy for acquiring needed information from cooperating organizations and individuals. These Evaluation Goals and questions can also serve as the basic agenda for public meetings and hearings.

Organizing for Assisting in the Development of the State Plan

The first "payoff" for the evaluation effort of the State Advisory Council members is their contribution to the State Plan in making it an effective instrument for improvement of occupational education throughout the State. Since the State Plan takes many months to complete, most Councils have come to prefer working with the State Board while the State Plan is in process. Such a strategy requires reaching agreement with State Board staff to provide the Council preliminary drafts of sections of the State Plan and copies of any policy memoranda dealing with the State Plan for review, reaction and recommendations. This strategy further requires that the Advisory Council establish procedures and time-tables to assure immediate review and reaction. The time-tables for this action should be coordinated with the time-tables of the State Board and the State Commission. Furthermore, to take advantage of the expertise and knowledge of each Council member, all members should be involved in assisting in the development of the State Plan by being assigned responsibility for a particular section of the Plan. The sections assigned should be the same as those assigned to each member by the Evaluation Program Committee, if the Committee made such assignments.

STATE PLAN COMMITTEE

Some Advisory Councils have established a State Plan Committee to coordinate the work and relationships of the Council vis-a-vis the State Plan. Additional responsibilities involved can be determined from the following description of the procedures adopted by one Advisory Council State Plan Committee in cooperation with the State Board and State Department of Education.

As preliminary drafts of sections of the State Plan or policy memorandums are developed by the State Department of Education, copies are sent to the Advisory Council for review and comments.

The Advisory Council will seek the advice of consultants, industry groups, local educational agencies, etc., as may be considered necessary for providing knowledgeable commentary to the State Department of Education on the draft sections of the State Plan or policy memoranda. Each section is to be reviewed and commented upon in accordance with the deadline established by the Committee. Copies of comments on policy memoranda will also be sent to the State Board.

Upon completion of the preliminary *draft* of the proposed State Plan, the State Department of Education will arrange for a joint meeting with the State Board and the Advisory Council to review the State Plan and to consider the findings and recommendations contained in the evaluation reports by the Council (as well as any other available evaluation reports) and the comments previously submitted on the draft sections of the State Plan.

The State Board will invite the Advisory Coun-

cil to attend and participate in all public hearings and meetings dealing with the State Plan.

The State Board will invite the Advisory Council to attend and participate in the meeting(s) which will review the final copy of the State Plan prior to submission to the U.S. Office of Education.

Inviting the Advisory Council to attend the State Board's public hearings as well as the meeting(s) in which the finalized State Plan will be approved for submission to the U.S. Office of Education presents an opportunity for resolution of any differences of opinion which may exist between the two groups concerning specific provisions of the State Plan. It is assumed that final copies of the State Plan will be in the hands of the Board and Council members several weeks before the joint meeting. Differences should be minimal by that time since the procedural steps outlined above provide ample opportunity for discussion and consultation.

The above procedure also permits for informal meetings of Council members and staff with members of the State Board and its staff to discuss recommended changes and additions considered desirable by the Council members.

Without such a procedure as outlined above for on-going study of the State Plan by the Council, the alternative is for the Council to wait until the State Plan is completely drafted, and to then review it indepth, and usually in a hurry. But since the State Plan is at this stage of completion, and since the various sections of the Plan are fairly well interwoven, it would be—and is—extremely difficult to persuade the State Board and its staff to make any substantive changes!

As with the work of the Evaluation Program Committee, the Council's staff will be heavily involved in providing needed supportive services for the State Plan Committee.

Needless to say at this point, only if the State Advisory Council members are involved in a meaningful way in assisting with the development of the State Plan should the designated Council official sign the certification form, suggested by the U.S. Office of Education in its **Guide for the Development of a State Plan,** which reads.

"I hereby certify the attached (State Plan) (or Amendment of the State Plan) for fiscal year _____ was prepared in consultation with the State Advisory Council.

by: _____

_____

(Title of Authorized Officer)

Only those "in the know" can appreciate the enormous time and effort of each member of the State Advisory Council on Vocational Education represented by this certification. It is hoped that this Resource Book will help make that precious time and effort worthwhile.

APPENDIX A

State Advisory Council for Vocational Education Summary of Activities

July 1970 – September 1971

Conducted evaluation for 1969–70 school year.
Prepared and distributed 10,000 copies of Annual Report.
Prepared and distributed 20,000 copies of student version of report.
Had exhibits at Job Fair, high schools, and State Fair.
Worked with Legislature to increase funding for vocational education.
Held public hearings, workshop, and conferences.
Conducted evaluation for 1970–71 school year.

An evaluation study of vocational-technical education in the state was conducted by an outside agency for the 1969–70 school year. This study was paid for by the Advisory Council. The Council reviewed this study, revised certain sections, added their own findings and recommendations, and submitted it to the State Board for Vocational-Technical Education and to the National Advisory Council.

An annual report was prepared to publicize the major findings and recommendations of the Council. This was a hard-hitting, illustrated booklet which added prestige and dignity to the vocational-technical area, clearly defined what is meant by vocational-technical education, and emphasized the inadequacy of the funding in the (State) for vocational-technical education.

Ten thousand copies of the brochure (What About (State's) Vital 80 Percent) have been distributed throughout the state and nation. Approximately one-half, or 5,000 copies, were sent to people at their request. The brochure went to the State Board of Education, legislators, local school district superintendents, junior high and high school principals, Employment Security Office counselors, P.T.A. leaders, members of the (State's) Manufacturers Association, personnel directors, training directors, local school board members, the news media, service club members, religious leaders, and others.

A presentation was made before each body of the Legislature, and copies of the annual report were distributed. Legislators were given the facts concerning funding for vocational-technical education and encouraged to support this area of education during the current session. Specifically, legislators were urged to increase the funding earmarked for vocational-technical education in the secondary schools from 1.4 million dollars to 3.4 million dollars. In actual fact, the appropriations were increased to 2.4 million dollars.

Considerable time was spent in face-to-face contacts with individual legislators discussing and promoting vocational-technical education. Follow-up letters were written to each legislator thanking him for his support.

The Council worked with the Legislature in bringing the four area vocational centers located throughout the state under the State Board for Vocational Education. This will better enable the centers to provide training for students, ignoring district boundaries, and let them record and grant credit for classes taken.

A student version of the annual report (Happinesss is Doing Well What You Do Best) was prepared and 20,000 copies were distributed throughout the state. Most copies went to high school students, either handed to them directly by their teacher or counselor, as a handout at the Job Fair of major employers, or as a handout as they viewed a traveling display promoting the same theme.

An exhibit was displayed at the (State's) State Fair held in ____, and copies of the "Happiness" brochure were distributed. Also, face-to-face discussions were held with numerous teenagers.

In conjuction with the P.T.A., the Advisory Council sponsored a state-wide conference on

vocational-technical education for P.T.A. leaders.

The Advisory Council is working with the (State's) Manufacturers Association in developing a prestigious scholarship program for vocational-technical education students.

The Council worked with the State Board specialists in preparing the State Plan for Vocational Education. We are developing more expertise in this area, and plan to play a more significant role in future state plans.

Public hearings were held in ____, ____, and ____. Attendance was just under 200, but participants were district superintendents, legislators, school administrators, news media personnel, and political action representatives who can have a real impact on public image and administrative decisions.

A live-in workshop for Advisory Council members was conducted to inform and motivate members so as to develop a more effective council.

The Council has appeared before the State Board for Vocational Education on several occasions and has made 20 separate recommendations, of which twelve have been acted upon and another five have received preliminary exploration.

Council members and the Executive Director have made numerous addresses on the vital need for vocational-technical education at educational conferences, service club meetings, and professional organization meetings.

APPENDIX B

Excerpts from Staff Analysis of PL 92–318 Prepared by the Arkansas State Advisory Council on Vocational Education

INTRODUCTION

In most states, including Arkansas, the elementary school prepares students for further education in junior high, which, in turn, prepares students for further education in high school, which prepares students for further academic education. Once students have graduated from high school—in Arkansas forty-four percent do not—the institutions of higher education continue the process with baccalaureate and graduate programs. It is this educational myopia, giving too little recognition to the role of the education system in preparing students for employment, that the Congress has attempted to correct over the past decade with the Vocational Education Act of 1963 and the 1968 amendments, and currently, with Public Law 92–318, which amends the Higher Education Act of 1965, the Vocational Education Act of 1963 as amended, the General Education Provisions Act, and the Elementary and Secondary Education Act of 1965. These amendments quite clearly indicate that Congress is demanding a comprehensive and concerted effort be made to improve the educational system of the Nation to include preparing students for employment.

PLANNING

The legislation calls for a designated "State Commission" to initiate and "conduct a comprehensive program of planning for the establishment of programs called for," in those states desiring to receive assistance under the numerous programs authorized in the Act.

Planning activities must include "an assessment of the existing capabilities and facilities for the provisions of post-secondary occupational education, together with existing needs and projected needs for such education in all parts of the State," and thorough consideration must be given "the most effective means of utilizing all existing institutions within the State capable of providing the programs called for in the legislation."

Additionally, a long-range strategy must be developed "for infusing occupational education (including general orientation, counseling and guidance, and placement either in a job or in post-secondary occupational programs) into elementary and secondary schools *on an equal footing with traditional academic education*, to the end that every child who leaves the secondary school is prepared either to enter productive employment or to undertake additional education, but without being forced prematurely to make an irrevocable commitment to a particular educational or occupational choice." Furthermore, planning activities must include the development of procedures to insure continuous planning and evaluation.

ADMINISTRATION

Any state which desires to participate in the programs authorized by this law must also designate or establish a "State Agency" which will have sole responsibility for fiscal management and administration of the program, *in accordance with the plan developed by the "State Commission."* Additionally, the "State Agency" must adopt administrative arrangements, satisfactory to the U.S. Office of Education, charging the State Advisory Council on Vocational Education with the same responsibilities in respect to this program "as it has with respect to programs authorized under the Vocational Education Act of 1963."

STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

State Advisory Councils must be involved in program development and planning as stipulated in Public Law 92–318. Specifically, the legislation states "any State desiring to participate in the program authorized. . . shall provide assurances satisfactory to the Commissioner that the State Advisory Council on Vocational Edu-

cation will be charged with the same responsibilities with respect to the programs authorized by this part (Title X) as it has with respect to programs authorized under the Vocational Education Act of 1963, as amended by PL 90–576 [Sec. 1055(a) and 1055(a) (1)].

For ease of analysis, the duties of the Council under PL 90–576 are cited with the related sections of PL 92–318 in parentheses.

The Council is charged with the following duties in PL 90–576:

Section 102.23 states "the State Advisory Council shall: (A) advise the State Board (State Commission, Sec. 1202) on the development of the State plan, including the preparation of long-range and annual program plans (State Administrative Agency, Sec. 1056(b) (1) (E) . . . (B) advise the State Board (State Commission and/or State Administrative Agency) on policy matters arising in the administration of the State plan submitted, (C) evaluate vocational education programs, services, and activities under the State plan . . . (D) prepare and submit through the State Board (State Commission) to the Commissioner and to the National Advisory Council an evaluation report . . . which (1) evaluates the effectiveness of vocational programs, services, and activities carried out in the year under review (State Administrative Agency programs) and (2) recommends such changes as may be warranted by the evaluations, and (E) prepare, pursuant to Sec. 102.21 (c) an annual budget covering expenditures for the following year. A Congressional mandate requires that the State Advisory Councils be independent from State Boards of Education (State Commission/State Administrative Agency) so that they can be objective in their evaluations and recommendations—the Council must be separate and independent from the State Board for Vocational Education." [1]

Before making any program grant under PL 92–318, "the Commissioner shall receive from the State Commission an assurance satisfactory to him that the Advisory Council has had a reasonable opportunity to review and make recommendations *concerning the design of the program* for which the grant is requested." [Sec. 1058(a) and 1058(a) (1).]

Finally, to complete the analysis of PL 92–318 and its analogy to PL 90–576 there is the requirement that the State Commission and the State Administrative Agency "indicate the extent to which consideration was given to the findings and recommendations of the State Advisory Council in its most recent evaluation report." [PL 90–576, Sec. 123(a) (5) (E).]

State Councils will relate to the State Commission and the State Administrative Agency exactly as they have to the State Board for Vocational Education. Additionally, if State Councils have not been given the opportunity to make recommendations as to the design of programs then they must so state in their evaluation reports [1055(a)(1)].

[1] *State Advisory Councils on Vocational Education—A Guide for Implementing Rules and Regulations*, Department of Health, Education, and Welfare, Office of Education, June 1971.

APPENDIX C

A Composite List of Activities and Services Provided by Local Occupational Program Industry-Education Advisory (Cooperating) Committees*

STUDENT RECRUITMENT, SELECTION, AND PLACEMENT

Encouraging young people (and parents) to consider vocational and technical education and training through visits to "feeder schools," speeches to civic clubs, career day meetings, etc.

Assisting in the screening of students applying for admission to the courses.

Participating in the development of aptitude and interest tests for selection of students.

Providing information concerning desirable aptitudes, education, and experience background which applicants for entry level jobs should have so that educators may properly plan their student recruitment, as well as educational and training programs.

Arranging plant or field trip visits for students and counselors.

Providing vocational guidance literature to teachers, counselors, and students.

Assisting and participating in surveys of local industry manpower needs.

Assisting in the development of achievement tests, and certification and licensing tests concerned with initial employment of school graduates.

Placing students in part-time work during school year or summer vacations.

Placing school graduates in jobs.

INSTRUCTIONAL PROGRAM

Assisting in the preparation and review of budget requests for laboratory and shop equipment and supplies.

Evaluating physical conditions, adequacy of equipment, and layout of laboratory or shop.

Assisting in the development and review of course content to assure its currency in meeting the changing skill and knowledge needs of the industry.

Obtaining needed school equipment and supplies on loan, as gifts, or at special prices.

Assisting in the establishment of standards of proficiency to be met by students.

Assisting in the development of school policy concerning the kinds and volume of production work or "live jobs" to be produced by students so that this work will be of instructional value in the educational program.

Establishing and maintaining a library of visual aids, magazines, and books concerning industry.

Assisting in the development of special educational and training programs conducted with funds made available by the Manpower Development and Training Act, the Economic Opportunity Act, etc.

Assisting in the development of evening school skill improvement and technical courses for employed plant personnel.

Assisting in the development of apprenticeship and on-the-job training related courses.

Arranging plant or field trip visits for teachers. Providing sample kits of raw materials, finished products, charts, posters, etc., for exhibit and instructional purposes in classrooms and shops.

Assisting in the establishment of student fees and charges for courses and programs.

TEACHER ASSISTANCE

Providing funds to assist local teachers to attend regional and national meetings of industry and teacher organizations.

Arranging meetings of teachers to establish cooperative relationships between the schools and industry.

Arranging summer employment for teachers.

*Samuel M. Burt, *Industry and Vocational-Technical Education* (New York: McGraw-Hill Book Company, 1967), Chapter 3.

Assisting in the establishment of teacher qualification requirements.

Conducting clinics and in-service training programs for teachers.

Arranging for substitute or resource instructors from industry to assist regular teachers.

Subsidizing teacher salaries in such unusual cases as may be necessary to obtain qualified instructors.

Paying industry organization membership dues for teachers.

Providing awards and prizes to outstanding teachers.

STUDENT RECOGNITION

Providing scholarships and other financial assistance for outstanding graduates who wish to continue their education and training.

Providing prizes to outstanding students.

PUBLIC RELATIONS

Providing speakers to address trade and civic groups concerning the industry's education and training program in the school.

Providing news stories concerning school programs to magazines published for specific industry groups.

Providing new stories concerning school programs to local news media.

Attending meetings in support of vocational and technical education which may be called by local and state school officials, boards, and legislative groups.

Participating in radio and television programs designed to "sell" vocational and technical education to the public.

Contributing funds to advertise specific school occupational education and training programs.

Advising employees and their families concerning school programs by posting the information on bulletin boards, news stories in company publications, and enclosures in pay envelopes.

APPENDIX D

Industry-Education Cooperation In Public Education

CURRENT SELECTED PUBLICATIONS AND SOURCES OF INFORMATION

BOOKS

John J. Corson, **Business in the Humane Society** (McGraw-Hill, 1971; $12.50).

Neil W. Chamberlain (ed.), **Business and the Cities** (Basic Books, 1970; $15.00).

Samuel M. Burt and Leon M. Lessinger, **Volunteer Industry Involvement in Public Education** (D.C. Health, 1970; ($12.50).

Kenneth G. Patrick and Richard Eells, **Education and the Business Dollar** (Macmillan Co., 1969).

Samuel M. Burt, **Industry and Vocational-Technical Education** (McGraw-Hill, 1967; ($12.50). A study of local advisory (cooperating) committees.

CHAPTERS IN BOOKS

Samuel M. Burt, "Involving Industry and Business in Education" in Gordon F. Law, ed., **Contemporary Concepts in Vocational Education** (American Vocational Association, 1971).

Samuel M. Burt, "Industry Involvement in Vocational Education". in Roman Pucinski, ed., **The Courage to Change** (Prentice-Hall, 1971).

Samuel M. Burt, "Changing Relationships Between Schools and Industry" in Gerald Somers, ed., **Vocational and Technical Education Today** (University of Wisconsin Press, 1971).

Samuel M. Burt, "The Vocational Education Advisory Committee", **Encyclopedia of Education, 1971.**

Trudy W. Banta, "An Interim Report on the Interpretive Study of Cooperative Efforts of Private Industry and the Schools to Provide Job Oriented Programs for the Disadvantaged", in **Notes and Working Papers from the National Conference on Cooperative Vocational Education** (University of Minnesota, Minneapolis, 1969). Note that the complete study by Trudy W. Banta and Douglas C. Towne is available from ERIC, #ED 027442.

Stephen Kurzman, "Private Enterprise Participation in Antipoverty Programs", in **Examination of the War on Poverty,** Vol. 1, Senate Committee on Labor and Public Welfare, Subcommittee on Employment, Manpower and Poverty, 1967.

MONOGRAPHS

The Advisory Committee and Vocational Education (The American Vocational Association, 1510 H Street, N.W., Washington, D.C. 20005, 1969; $1.25).

Albert J. Riendeau, **The Role of the Advisory Committee in Occupational Education in the Junior Colleges** (American Association of Junior and Community Colleges, One DuPont Circle, N.W., Washington, D.C. 20006; $1.50).

Samuel M. Burt:
Strengthening Volunteer Industry Service to Public Education, 1971 (50¢).

State Advisory Councils on Vocational Education, 1969 (50¢). **Toward Greater Industry and Government Involvement in Manpower Development** (co-author, Herbert E. Striner), 1968 (10¢).

(Upjohn Institute for Employment Research, 300 S. Westnedge Avenue, Kalamazoo, Michigan 49007.)

Private Industry and Public Education.
(Advisory Council for Occupational Education, Board of Education, New York City.)

National Association of Manufacturers, Education Department, 227 Park Avenue, New York City 10017.

Industry-Education Councils (50¢).
Industry-Education Coordinator (20¢).
Community Resources Workshops (25¢).
Student-Industry Plan for Action (25¢).
Also case study reports of effective industry-education cooperative programs.

Joseph Ray Clary, **State Advisory Councils on Vocational Education,** Information Series No. 22 ERIC Clearinghouse on Vocational and Technical Education, Ohio State University, Columbus, Ohio 43210, 1970.)

Martin Hamburger and Harry E. Wolfson, **1000 Employers Look at Occupational Education,** (Board of Education, New York City, 1969.)

Max E. Jobe, **Administrative Aspects of State Advisory Councils on Vocational Education** (University of Georgia, Athens, Ga.; unpublished doctoral dissertation, 1972; Note: A limited number of copies are available by writing to the author at State Advisory Council on Vocational Education, 1123 North Eutah Street, Baltimore, Maryland 21201.)

A Handbook for Members of Advisory Councils for Occupational Education, State Department of Education, Albany, New York.

J. Marvin Robertson, **An Evaluation System For State Advisory Councils of Vocational Education** (University of Georgia, Athens, Georgia 1972.)

OTHER SOURCES

Chamber of Commerce of the United States, Education Department, 1615 H Street, N.W., Washington, D.C. 20006.

Position papers, reports and case studies concerning industry assistance and involvement in public education.

National Association for Industry-Education Cooperation, Suite 600, 1000 Sixteenth Street, N.W., Washington, D.C. 20036.

Case studies, reports and literature concerning community resource workshops, industry-education councils, etc.

Institute for Development of Education Activities, P.O. Box 446, Melbourne, Florida 32901.

Reports of several conferences dealing with industry and community involvement in education. Latest report title is **Toward More Effective Involvement of the Community in the School,** August, 1972.

Institute for Educational Development, 52 Vanderbilt Avenue, New York City 10017.

Several case study reports of industry assistance to public school systems.

National Education Association, Public Relations Division, 1201 Sixteenth Street, N.W., Washington, D.C. 20036.

Case study reports of industry assistance to public schools.

National Center for Voluntary Action
1735 Eye Street, N.W., Washington, D.C. 20006

Monthly free publication, **Voluntary Action News,** occasionally carries stories of volunteer industry assistance to schools.

Educators Progress Service, Inc.
Randolph, Wisconsin 53956.

Publishes lists and descriptions of free teaching materials, films, filmstrips, etc., available from industry, business and other sources. Special volumes on social studies, health, counseling, and other areas of study.

APPENDIX E

Occupational Education Program Evaluation Guideline and Checklist

FOR USE BY

LOCAL SCHOOL OCCUPATIONAL PROGRAM ADVISORY

(COOPERATING) COMMITTEES

School Name: _____

Address: _____

Type of School: _____

Title of Program: _____

Grade Level: _____

Name of Department Head (if any): _____

Name(s) of Instructor(s): _____

_____

_____

Names and company affiliation of members of advisory (cooperating) committee	Check (√) if participating in evaluation

Signed: _____ Date: _____

(Chairman of Committee)

INSTRUCTIONS

This Guideline and Checklist has been developed for the use of occupational education program advisory (cooperating) committees. It will help them in arriving at qualitative judgements concerning the effectiveness of programs designed to prepare young people and adults for careers in the same or related occupations for which members of committee employ or supervise personnel.

The procedure for conducting the evaluation is simple.

1. Early in the school year, each instructor should be provided a copy of this Guideline in order to be apprised of the committee's concerns.
2. Prior to the evaluation (preferably about the middle of the school year) each committee member participating in the evaluation (no less than 2) should be given a copy of this Guideline. As he assesses the various items in the Guideline, he will make appropriate notes in the spaces provided on the Guideline. Only the Chairman's copy is to be filled in and signed as the official evaluation.
3. The instructor(s) and students are to be notified of the exact date and time the committee will visit their classes and shops for evaluation purposes.
4. The committee will observe the physical conditions, the adequacy of the educational

and training program, and the students at work. They will examine projects of students, course outlines, and other records as suggested by the starred (*) items of the Guideline. They will also discuss the statements contained in the Guideline with the instructor(s) and several students and note any inadequacies on the Guideline. Notes should also be made as to efforts of the instructor(s) to correct any inadequacies and deficiencies as found by the committee.

5. After the committee members complete their visit, and while still in the school, they are to discuss their findings and fill in the chairman's copy.

6. The chairman will arrange to duplicate sufficient copies of the completed Guideline for distribution to:
   all members of the committee
   the instructor(s) involved
   the department head (if any)
   the school principal
   the school files for the committee

7. As soon as possible after the evaluation has taken place, the committee will meet with the appropriate school officials to discuss any action needed to improve the occupational education program. A detailed and official record of this meeting's recommendations is to be a continuing agenda item of future committee meetings until all matters needing correction have been resolved.

8. The committee will make every effort to enlist the assistance of other employing companies in their industry-business or profession to assist the school officials in resolving any problems uncovered by the evaluation.

Note: For a more detailed evaluation procedure, see, *Instruments and Procedures for the Evaluation of Vocational/Technical Education Institutions and Programs*, American Vocational Association, 1510 H St., N.W., Washington, D.C. 20005.

Check appropriate column on right as to the extent to which statement on left applies. Include comments concerning any inadequacies which have been reported to school administration and/or advisory (cooperating) committee, and action taken or planned.

A. PHYSICAL FACILITIES

	Fully	Large Extent	Partial	Minimal	Not at all
1. The shop area is safe in terms of:					
a. safe movement of students					
b. instructor's office space					
c. sanitary facilities					
d. individual and group instruction					
2. The storage facilities for supplies, hand tools and small equipment is adequate.					
3. The equipment is well laid-out in terms of industry usage.					
4. Adequate protection is provided against fire, toxic gases and dust.					
5. Walls, ceiling, floor and booths are in good repair and appropriate for the shop.					
6. Suitable and convenient sanitary and first-aid provisions are available.					
7. Lighting is appropriate for each working area of the shop.					
8. Classroom furniture, blackboards and audio-visual equipment are appropriate for the instructional program.					
9. Utility outlets are adequate in terms of placement and number.					
10. "Housekeeping" of the shop area is at maximum level.					
11. Safety lanes are well-marked.					

COMMENTS: (Note extent to which any inadequacies have been reported to the school administration and/or advisory committee, and action taken or planned.)

Check appropriate column on right as to the extent to which statement on left applies. Include comments concerning any inadequacies which have been reported to school administration and/or advisory (cooperating) committee, and action taken or planned.

B. EQUIPMENT, TOOLS AND SUPPLIES

	Fully	Large Extent	Partial	Minimal	Not at all
1. For the largest class assigned the shop, the number of pieces of equipment, benches, booths and other work stations are adequate in terms of instructional objectives.					
2. The equipment is sufficiently up-to-date in terms of appropriateness to current industry usage.					
3. The amount and quality of expendable supplies and materials utilized is appropriate in terms of industry usage.					
4. All the equipment and tools are maintained at operating effectiveness at all times.					
5. A schedule of preventive maintenance is utilized.					
6. Equipment, tools and supplies loaned or donated by industry are appropriate for the instructional program.					
7. Hazardous equipment, and/or any parts, are properly painted, and provided with safeguards which are in place and utilized by the students and instructor.					
8. A schedule of equipment and tool acquisition, cost, depreciation and replacement is maintained.					
9. Control systems are maintained for the toolroom and stockroom.					

*Review records maintained by instructor or department head.

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C. THE STUDENTS

(Note: Several students should be selected at random and interviewed by evaluators)

	Fully	Large Extent	Partial	Minimal	Not at all
1. The students in the shop are clothed as they would be expected to dress on-the-job in industry.					
2. All the students elected the course.					
3. All the students were selected on the basis of aptitude and interest in the program.					
4. All the students are provided individual and group counseling as to the variety of job opportunities—locally, regionally and nationally—which may be available to them after graduation.					
5. All the students are aware of the skill levels they will attain in terms of entry-level jobs, working conditions and wages in industry for the occupations in which instruction is being provided.					
6. Individual records of progress are maintained for each student and he is aware of his progress at all times.					
7. All students belong to one or more of the national clubs dealing with industry or business.					
*8. Follow-up records are maintained on these students who have either dropped out or graduated from the program, and are used in helping revise course content, etc.					
9. All students are aware of the need for and availability of continuing education and skill improvement programs after completing the course.					
10. All students qualified for and desiring to enroll in the course are able to do so without regard to personal or family financial difficulties or transportation problems.					
11. Graduates of program receive higher wages or salaries upon initial employment than do new employees on the same job who did not graduate from the school course or program.					

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C. THE STUDENTS (continued)

	Fully	Large Extent	Partial	Minimal	Not at all
12. All students are provided the opportunity to acquire some skills on all the equipment in the shop.					
*13. All students are provided experiences and evaluated for performance in:					
a. production assembly for a reasonably long period of time					
b. quality-control techniques					
c. supervisory and production control record responsibilities					
d. being interviewed for a job					
14. Nationally or statewide standardized achievement tests are used, to the extent available, for evaluating student performance and knowledge acquired in the occupational field.					
15. Special remedial instruction is provided all students in need of such assistance.					
16. All students desiring to do so, are provided the opportunity to change their course or program.					
17. All students are provided instruction concerning employer-employee relationships and fellow-worker relationships.					
18. Employers considering hiring a student or graduate are provided information as to the student's performance while in school.					
19. All students are provided an opportunity for paid cooperative school-work experience.					

*Review records maintained by instructor or department head.

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D. INSTRUCTIONAL PROGRAM

	Fully	Large Extent	Partial	Minimal	Not at all
*1. The instructional program is based upon and organized around a careful analysis of the skills and knowledge required for successful performance in an occupation or related cluster of occupations.					
*2. The instructional program is designed to develop such skills and technical knowledge for beginning workers as are justified by the manpower needs and opportunities for employment in the labor market area served by the school.					
3. The instructional program provides the opportunity for experiences in and orientation to related occupations and industries even though there may not be employment opportunities in the labor market area served by the school.					
*4. The instructional program is reviewed in-depth by an industry advisory committee at least once every year, and revised to the extent possible, as may be recommended, in major divisions and units and completion time allowances.					
5. The instruction program provides for individual differences in ability and progress.					
6. The instructional program is an integral part of the school in that provision is made for occupationally oriented academic and technical courses of recognized high quality.					
7. The course of study provides for sequential development of skills and knowledges, based on previous school offerings, as well as subsequent education and skill development programs available upon course completion.					
*8. In addition to repetitive practice, a sufficient number of projects are provided to encourage and develop creativity and problem solving abilities.					
9. The course of study was and is being developed in light of the accepted philosophy and mission of occupational education for the particular grade level or school offering the program.					
10. Consumer, leisure and economic education is an integral part of the occupational education program.					

*Review records maintained by instructor or department head.

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D. INSTRUCTIONAL PROGRAM (continued)

	Fully	Large Extent	Partial	Minimal	Not at all
11. A reference library of industrial and business magazines and books is available and utilized by students on both an assigned and program enrichment basis.					
*12. Cooperative work-study programs are planned and supervised by the instructor in cooperation with employers.					
13. The following instructional materials and aids are available and used on a planned basis:					
a. occupational monographs					
b. plans, blueprints, drawings, specifications and instruction sheets of the type used in industry.					
c. typical samples of completed projects by students and from industry					
d. models and mock-ups					
e. educational television					
f. programmed instructional materials and equipment					
g. correspondence school materials					
h. films, slides and movies					
i. other					
14. Demonstrations of new techniques, equipment and materials by industry people are a regular part of the planned instructional program.					
*15. Visits to offices and plants in the area are a regular part of the planned instructional program.					
16. Production of "live-work" for school or community use is accepted only when it will fit into the instructional program as determined and controlled by the instructor.					
17. Completed work of students is regularly displayed:					
a. in the school					
b. in the community					
c. entered in contests and/or exhibits sponsored by industry					
18. Provision is made for safety training, reporting of accidents, student and teacher accident insurance.					

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E. INSTRUCTIONAL STAFF

	Fully	Large Extent	Partial	Minimal	Not at all
1. The instructor's experience is both sufficiently broad and in-depth to impart to his students the skills and knowledges they should have as determined by the objectives of the course.					
2. The instructor keeps up-to-date with industry's new technology, materials and practices through:					
a. industry visits					
b. summer work experience					
c. attendance at industry conferences					
d. membership in industry associations					
e. industry-sponsored workshops					
f. other					
3. The instructor keeps up-to-date as a professional educator through:					
a. membership in educational associations					
b. attendance at educational association meetings					
c. college courses					
d. in-service educational programs					
e. other					
4. The instructor is knowledgeable concerning current laws, regulations and codes pertaining to industry and the occupational program in which the instruction is being offered.					
5. The instructor sponsors extra-curricula activities such as a student club.					
*6. The instructor regularly arranges for his students.					
a. field trips to plants and offices					
b. demonstrations of new techniques and materials by suppliers and other industry people					
*7. The instructor regularly seeks advice and assistance from his advisory committee in the conduct of his instructional program.					
*8. The instructor constantly seeks part-time job placements for his students and full-time jobs for his graduates.					

*Review records maintained by instructor or department head.

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